

Issued by the Colonial Office.

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FOR OFFICIAL USE.

'IRAQ

REPORT

on

IRAQ ADMINISTRATION.

April, 1922—March, 1923.



LONDON:

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

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Report on 'Iraq Administration.

APRIL, 1922—MARCH, 1923.

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'IRAQ.

'Iraq Administration, April, 1922 to March, 1923.

Report by His Majesty's High Commissioner on the Finances, Administration, and Condition of 'Iraq for the period from 1st April, 1922, to 31st March, 1923.

SECTION I.—GENERAL REVIEW AND FOREIGN RELATIONS.

1. POLITICAL SUMMARY OF THE PERIOD.

The Political Environment.

During the year under review in this report, the hope of peace, which we have nourished since the Armistice of 1918, has remained far short of realization. More especially have the countries of the Near and Middle East suffered from the ferment of expectations, ambitions and rivalries, which has been the heritage alike of the War and of the terms of settlement laid down at its close. No record of this difficult period in the history of the 'Iraq would be adequate without due consideration of the environment of unrest which has reacted on the political atmosphere within the country.

The Turkish Threat.

Nor should the fact be neglected that, until peace is concluded between Turkey and the Allies, the 'Iraq State cannot rest upon a stable basis. The National Pact drawn up by the Angora Assembly in January, 1920, though its terms were left vague, foreshadowed the possibility that the Kemalist Government would not be content to accept without protest the severance of the Arab provinces from the Ottoman Empire as contemplated in the Treaty of Sèvres, and, with the defeat of the Greeks, Turkish claims assumed a more definitely menacing aspect. But the threat has been pronounced yet more clearly in arms. Since July, 1921, Turkish military adventurers, with small bodies of regular forces under their command, have been engaged in active hostilities on the eastern frontier of 'Iraq, as well as in inciting the tribes to revolt, while warlike preparations have been carried on in the north with a similar accompaniment of propaganda among the tribes. Two years were to pass before a settlement with Turkey was in sight, and the long delay with its attendant uncertainties has seriously impeded the progress of political

reconstruction in the 'Iraq. Doubt as to the future was grist to the mills of every *frondist* element in the country, and deterred many of those who would regard the return of the Ottoman regime as a misfortune of the first magnitude from giving free expression to their opinions. The penalties of silence were manifestly nil, whereas nothing was more certain than that adverse sentiments would meet with severe retribution if Turkish authority were restored. Under circumstances so unfavourable, King Faisal and his Government may be congratulated on having held their own. The close of a critical year, rent by internal agitation and external alarms, sees a return throughout the country to sober administration, coupled with a feeling of greater confidence in the stability of Arab institutions, and the growing conviction that the welfare of the 'Iraq depends upon their maintenance. That they could not be maintained without British support and friendship is, however, generally admitted.

The Karbala Meeting.

The month of April, 1922, opened under disquieting conditions. A hitch had occurred in the negotiation of the Anglo-'Iraq treaty over the question of the mandate, the abrogation of which, and its complete replacement by the treaty, were desired alike by the King and by his Prime Minister, the Naqib. A Cabinet crisis arising out of the discussion of the military budget had resulted in the resignation of five Ministers, who were persuaded that they did not enjoy the confidence of their Sovereign. In spite of Ibn Sa'ud's apology for the Akhwan raid, the country was still smarting under a sense of combined indignation and fear, while an amazing suggestion that the British authorities had been responsible for the attack had received a certain amount of credence among an ignorant population, and was eagerly used by agitators to stir up anti-British feeling. The occasion was seized upon by the Shi'ah divines, under the guise of a patriotic desire for the protection of the country, to make a bid for that political influence which had always been denied to them by the Ottoman Government, and on 1st April, Shaikh Mahdi al Khalisi, a Mujtahid of Kadhimain, issued about 200 invitations to tribal leaders, both Shi'ah and Sunni, to assemble at Karbala on the 10th of Sha'ban (13th April), for the purpose of considering measures for the defence of the 'Iraq against the Akhwan. He had been informed by two of the Mujtahids of Najaf that they were assembling tribal chiefs in that area, and they asked him to do the same, though it is probable that his colleagues at Najaf were not a little mortified by the prominent position which he assumed in the common enterprise.

There were many indications that the Shi'ah religious leaders were inspired by other motives than that which was put forward. The political ambitions of the Shi'ah Religious Headquarters have always lain in the direction of theocratic

domination; they had been sedulously checked by the Turks, but it might reasonably be hoped that the Arab Government in its initial stages would not offer so resolute an opposition, provided that it could be deprived of British support. The Mujtahids, who are almost without exception Persian subjects, have no motive for refraining from sacrificing the interests of the 'Iraq to those which they conceive to be their own, nor does their attitude of obscurantist detachment from the world, and from any science save that which is based on the Moslem scripture, place them in a position to gauge the needs of a State which is striving in the path of progress and enlightened self-government.

The occasion for the summoning of the people had been cleverly seized. The 10th of Sha'ban is the 'Id al Barrat, or 'Id al Mahya, on which, as on the 25th of Ramadhan, according to Islamic doctrine, God shows his power by the working of miracles. The five previous days are customarily associated with the festival which is celebrated by the Shi'ahs at Karbala and attended by a great concourse of pilgrims. Shaikh Mahdi's invitation was received with mixed feelings. Though a Shi'ah must think twice before neglecting to obey a summons from one of the 'ulama, especially when its purpose is ostensibly patriotic, the majority of the leading shaikhs were alarmed by their intervention in a political matter and anxious lest it should foreshadow an attempt to raise an anti-British movement similar to that of 1920. No Sunni tribesmen obeyed the summons. The King, learning that the meeting was regarded in many quarters with distrust, determined to send to Karbala the recently appointed Minister of Interior, Taufiq Beg al Khalidi, with strict instructions that proceedings were to be confined to the object advertised by Shaikh Mahdi. A regiment of 'Iraq cavalry and some infantry were also ordered thither to ensure that matters did not get out of hand.

On 3rd April I had despatched a message to Ibn Sa'ud in which I laid down a provisional boundary between Najd and 'Iraq, and required of the Sultan that he should immediately recall such of his followers as were beyond that line. The publication of the correspondence between myself and the ruler of Najd, combined with the news that Faisal al Dawish, the leader responsible for the recent attack on the 'Iraq Camel Corps and tribes, had retired into Najd, diminished public anxiety and went far to clear the air of misapprehensions. Thus the tension was already somewhat relieved before the shaikhs assembled at Karbala and proceedings were confined to a pious resolution embodied in a petition to the King that measures should be taken to protect the country from the Akhwan. The nature of the defence was left to the discretion of His Majesty the King and the meeting broke up with asseverations of loyalty to him and his Government.

Results of the Meeting.

Nevertheless, during the course of the proceedings there was undoubtedly an attempt on the part of some malcontents, including well-known sympathisers with the Turks, to put forward a resolution on lines different from those of the official programme. It is probable that it was never clearly formulated, but it was sufficiently outlined to arouse the suspicions of many of the shaikhs who were present. Feeling ran high and ended in the refusal of a group of tribal leaders from the Middle Euphrates area to sign any document whatsoever, innocuous though it might appear to be, while others signed only under strong pressure from the 'ulama. Immediately after the meeting the dissident shaikhs assembled at Hillah and, having got into touch with others of the same way of thinking who had not attended the meeting, repaired to Baghdad and announced their intention of presenting a counter petition which should indicate their disapproval of the interference of the 'ulama in matters of State and their determination to hold by the British mandate. This project was ultimately dropped in the interests of general harmony, but the fact of its inception and the strong support it had received emphasised a sharp cleavage of opinion of which there had been signs even before the Karbala conference. During the next few months the breach was widened by a heated political controversy, more especially affecting the areas on the Euphrates which had been the scene of the disturbances of 1920 and still suffered materially from their effects, as well as from the rivalries they had engendered. The Muntafiq Division was also involved, but, with the exception of Baghdad, which was the focus of propaganda, the rest of the country took little or no part.

Reorganization of the Naqib's Cabinet.

Meantime the vacancies in the Council of State caused by the resignation had been filled. Taufiq Beg al Khalidi, who had successfully occupied the post of Governor of Baghdad, had been appointed to the Ministry of Interior before the end of March. Sasun Effendi, who was universally held to be irreplaceable, had consented to retain the portfolio of Finance, and Sabih Beg ibn Nishat, who had recently returned from Constantinople, accepted that of Communications and Works. Sabih Beg, a Kurd by birth, had held responsible office under the Turks and has shown himself during the past year to be possessed of valuable qualifications as an administrator, while his tact, good humour and good sense are no small advantages in whatever capacity he may serve. In the course of April, 'Abdul Muhsin Beg al Sa'dun accepted the Ministry of Justice. 'Abdul Muhsin Beg, an ex-deputy for Basrah, is a man of noble birth and of sound and moderate views, whose integrity of character and known devotion to his sovereign and to the best interests of the 'Iraq State have justly earned for him the confidence of his fellow countrymen.

The Ministry of Commerce was entrusted to Haji Ja'far Chalabi Abu Timman, a Shi'ah merchant of extreme nationalist views; the former Ministers of Defence, Education and Auqaf retained their posts and a Health Directorate under the Ministry of Interior was substituted for the former Ministry.

The Council as reconstructed was as follows :—

President : The Naqib of Baghdad.

Minister of Interior : Taufiq Beg al Khalidi.

Minister of Finance : Sasun Effendi Haskail.

Minister of Defence : Ja'far Pasha al 'Askari.

Minister of Communications and Works : Sabih Beg ibn Nishat.

Minister of Justice : 'Abdul Muhsin Beg al Sa'dun.

Minister of Commerce : Haji Ja'far Chalabi Abu Timman.

Minister of Education : Saiyid Hibat al Din al Shahrastani.

Minister of Auqaf : Muhammad 'Ali Effendi Fadhil.

The Electoral Law.

One of my first duties towards the Council was to intimate to it my concurrence in the Electoral Law, which had already received the consent of the King. I pointed out, however, that my agreement was based on the hypothesis that, pending the conclusion of peace between the Entente Powers and Turkey on the basis of the Treaty of Sèvres, or of some modified instrument, the rights of the Kurdish districts of 'Iraq, as defined by Clause 3, Article 64, of the Treaty of Sèvres, held good and would be respected. I also informed the British Advisers of Mosul, Kirkuk, and Sulaimani that, since it was not possible for the existing Government of 'Iraq to determine the status of the Kurdish areas, the three Divisions had been included in the law with my concurrence, subject to the reservation above stated, and I authorized the Advisers, in order to prevent misapprehension among the Kurds, to let them know that, as in the case of the referendum, they were at liberty either to participate or to withhold from participation in the elections for the Constituent Assembly, and that their participation or non-participation would not prejudice their right to take advantage of the status which might ultimately be assigned to them in the treaty of peace.

Two minor modifications were introduced subsequently. The sub-Liwa of Arbil was given separate representation from the Liwa of Kirkuk, and similarly, when the Hillah Division was split into two, the new Diwaniyah Division received separate representation.

The law was published in the beginning of May (*see* Appendix 1), and was well received. It was regarded as tangible evidence that His Britannic Majesty's Government and King Faisal were in earnest in their desire to establish constitutional government based on representative institutions. Criticism in the local press was confined to minor points, the most important of which was

the restriction placed upon the choice of candidates to the area in which the voter resides. The provision is, however, salutary, since it tends to prevent the electoral assembly from being filled with candidates from the capital who are not in touch with the electorate they represent. The large proportion of carpet-baggers appointed by the Committee of Union and Progress had been one of the principal defects of the Turkish Chamber. More worthy of attention was the fear aroused in the minds of the tribal shāikhs when they found that only 20 per cent. of seats in the Assembly were reserved for their representation. Though they overlooked the facts that the working of the Ottoman system left the tribes almost entirely unrepresented, and also that every tribesman settled in a village, if he overcame the prejudice which connects registration with conscription, can record his vote, their anxiety was significant. If representative institutions are to acquire real value, it behoves 'Iraqi statesmen to see that the agrarian population is encouraged to take an adequate part.

The Treaty with Najd.

In one of its early sessions the Council showed its intention to prevent malicious incitement, and at the request of the Minister of Interior ordered the most violent of the nationalist newspapers, the *Istiqlal*, to be temporarily suspended on the ground that it had ventured on improper interference in matters of State in which the decision appertained to the King and the High Commissioner. The paper had been foremost in fanning indignation against the Sultan of Najd, and its disappearance facilitated settlement by negotiation, a course which was immediately advocated by the rest of the local press.

This was also the view taken by the Council of State. A proposal to garrison the southern frontier with 'Iraq troops was dismissed, though a small column was sent to Nasiriyah to satisfy public opinion, and the Ministers nominated Sabih Beg, Minister of Communications and Works, to act as representative of the 'Iraq Government in the forthcoming preliminary negotiations at Muhammarah.

They were encouraged in their decision by the aerial action which I saw fit to recommend, on 25th April, against the recalcitrant Shaikh of Dhafir, Humud ibn Suwait, whose rivalry with the Commandant of the Camel Corps, Yusuf al Sa'dun, had contributed largely to the crisis. Humud had persistently disregarded the order of the 'Iraq Government to surrender himself at Nasiriyah, and, on 23rd April, his tribesmen engaged in a skirmish with the Camel Corps. As a result of a visitation by air, Humud presented himself in Baghdad in May, and the disbanding of the Camel Corps in June put an end to a fertile cause of friction on the desert border.

Ahmad Beg ibn Thanayan, the Sultan's envoy, met the 'Iraq representative, Sabih Beg, at Muhammarah on 1st May, and with the assistance of my secretary, Major Bourdillon, representing me, an agreement was drafted between the two Arab Governments on the lines indicated by myself to Ibn Sa'ud. After some preliminary hesitation on the part of Ibn Sa'ud, this document, which is known as the Treaty of Muhammarah (*see* Appendix 2) was ratified by the Sultan and King Faisal and by myself on behalf of His Britannic Majesty's Government after my meeting with the former in the autumn. It stipulates that the Muntafiq, Dhafir, and 'Amarat 'Anizah shall be recognised as 'Iraq tribes and defines the wells and pasture grounds which they are entitled to use, with the stipulation that certain watering places shall be considered as common to the tribes of both States. The two Governments agree further to punish aggression on the part of their respective tribes, to guarantee the safety of pilgrim routes within their frontiers, to maintain commercial intercourse, free of restrictions other than the prevailing tariff and to permit freedom of travel to such persons as are in possession of passports from their own Government. A final article, expressly insisted upon by Ibn Sa'ud, declares that the treaty will become null and void in the event of a breach in the relations of either Arab Government with the British Government. This proviso was the subject of remark in the Council until Sabih Beg explained that Ibn Sa'ud, being bound by treaty to the British Government, felt that a stipulation of some such nature was essential to any agreement between himself and another State. The extremist section of the vernacular press expended much ink in denouncing the clause and declared further that the signing of the document by the British representative was derogatory to the 'Iraq. But even these journals could find nothing to complain of in the terms of the treaty, and elsewhere it was accepted with relief.

The Anti-Mandate Agitation.

The help afforded by His Britannic Majesty's Government in bringing this question to a satisfactory issue in no way affected the agitation against the mandate which was represented in the extremist press (fortified by the reappearance of the *Istiqlal* after a suspension of three weeks) as being incompatible with national independence, if not a specious device for the incorporation of the 'Iraq in the British Empire. For reasons on which I need not here enlarge, the mandatory system as applied elsewhere had fallen short of nationalist expectations formed during the war, but this circumstance, though no doubt it affected the views of thoughtful politicians, counted for little in the polemics of the rank and file. Though the ground chosen was that of treaty and mandate, the point at issue was in reality how close and upon what terms was to be the constitutional bond

between Britain and 'Iraq. An undercurrent to the anti-mandate agitation was furnished by the irreconcilables who were in favour of complete evacuation, and this group had the backing of the Shi'ah hierarchy in its secular opposition to all established Government. On the other hand, among the advocates of the mandate, there was a not unnatural tendency to turn to the opposite extreme and demand the resumption of direct British rule.

Apart from these exaggerated positions, neither of which was in accord with the policy of His Britannic Majesty's Government, the struggle lay between two schools of 'Iraq nationalism, one pressing for a rapid progress towards native administration, unfettered by such restrictions as might be entailed by the acceptance of our advice, though provided by us with material assistance, the other favouring a slower pace and closer co-operation with the British. Though in Baghdad itself the agitation was kept within limits which did not encroach on public peace, far more dangerous possibilities existed in the provinces. It must be borne in mind that in almost all tribes two main elements have crystallized out of a mass of sub-sections. The reason for this is constant. Faced with the task of dealing with the welter of tribal disintegration which was the heritage of Turkish policy, we endeavoured during the period of occupation to elevate a sectional head to paramount rank, making him responsible for the fulfilment by the tribe of its obligations to Government. The natural reaction followed. The remaining sections, jealous of the position of their quondam rival and fearing, not without reason, that he might use it unfairly, united to oust him, seeking support from any quarter which was thought to be unfriendly to him. As the authority of the central Government increases, the problem should be logically solved by the gradual dissolution of the tribal bond, though the born tribal leader may long continue to occupy an exceptional position as a reward for his popularity and good service. But this natural process cannot be helped forward by dealing with tribal claims on controversial lines, and such was unfortunately the direction which was followed.

In the Euphrates provinces a sharp definition of factions emerged from the conference at Karbala. The advanced Nationalist party comprised most of the newly appointed Arab executive officials, a clique of town politicians, many of whom had been prominent in the agitation which preceded the outbreak of 1920, and among the tribes, the rivals of those shaikhs whose paramount position had been recognized by the former administration. The opposite party was almost entirely tribal. Its mainstay consisted of those leaders who had fared well under the Government of Occupation, which they had loyally supported, but were in doubt as to whether they would find favour from a purely nationalist regime. Combined with these there were

others who had taken an active share in the movement of 1920, had come to realize that it had been premature in its aims and had even joined the moderate group in 1921 in postulating the continuance of British control as a condition to their swearing allegiance to King Faisal.

It was quickly apprehended that in order to earn the good opinion of local Arab officials it was sufficient to appear as signatory to a document rejecting the British mandate, in return for which a lenient attitude might be expected in the matter of crop estimation and revenue demands, and a partial decision in disputes with rivals. On either side party colours were readily adopted in accordance with private interests. The position of the British element in the administration grew increasingly delicate. The advice they were paid to give was unasked and untaken. A desire loyally to support the new regime conflicted keenly with the wish and obligation to protect tried friends from injustice; it often became exceedingly difficult to hold an even balance between these two impulses, which should never have conflicted. Petitions and counter petitions inundated Baghdad, while the extremist press sedulously published those which were in accordance with the views of the editors, and ignored the equally numerous documents in the contrary sense.

This stage of the campaign was marked by the appearance in the *Mufid* of 24th May of a telegram from the Kadhimain Mujtahid, Shaikh Mahdi al Khalisi, to some of his supporters condemning the treaty which was under discussion between His Britannic Majesty's Government and the 'Iraq Government.

The editor of the *Mufid* is a certain Ibrahim Hilmi, notorious for the instability of his political views. His history is sufficiently instructive to merit a passing notice. He had conducted in Damascus a paper called the *Lisan al Arab*, in which he had shown himself by turns pro-British, pro-Arab and pro-French, abusing in unmeasured language his former heroes with every change of coat. On his return to Baghdad in 1920, he started a paper under the same name, in which, true to the only principle which would seem to guide his conduct, he printed articles of so violent a character directed against the French Government that I found myself obliged to address the Council of State on the subject. The fate of the *Lisan al Arab* was, however, sealed by fortuitous circumstances. An innocuous account of the organization of the Bahai sect in Palestine after the death of its head, 'Abbas Effendi, incurred the displeasure of Shaikh Mahdi al Khalisi, who issued a fatwah forbidding the faithful to purchase or read the journal. His censure, combined with the small esteem in which the editor was held, was enough; the *Lisan al Arab* disappeared and the *Mufid* rose in its place. But having eaten his sour grapes, the teeth of Ibrahim Hilmi had been set on edge. The *Mufid* showed itself servile to the destroyer of its forerunner and eager to follow, if not to outstrip, his policy.

Failure of the agitators to organise demonstrations in Baghdad.

Even if the publicity was denied by the vernacular press of Baghdad to the expression of opinions adverse to the extremists, it was well known in Baghdad that these had been formulated by the leading shaikhs of the Middle Euphrates, and a growing body of responsible persons in the capital was in sympathy with them. That the agitators, if vociferous, had little real hold over the public was shown by the fate of an attempt to organize a demonstration on the first day of the Feast of Bairam (28th May), which terminates the month of fasting. Occasion was seized from the publication in a Reuter's telegram of a statement that Mr. Winston Churchill, in reply to a question in the House of Commons, had denied a recent report that King Faisal and his Government had informed the High Commissioner that the 'Iraq nation rejected the mandate. This was immediately twisted by the *Istiqlal* into an intimation that the mandate was acceptable to the people of 'Iraq, and the paper urged attendance at a public meeting of protest. Some three hundred persons, mainly loafers in an adjoining coffee shop, assembled at the place mentioned, but His Majesty the King having given the strongest orders that the meeting should not be permitted to take place, as it lacked legal sanction from the Ministry of Interior, those present were quietly dispersed by the police. But before the small gathering broke up, six persons were selected as delegates to the King. Four of these, Shaikh Ahmad Daud, Shaikh Mahdi al Basir, Shaikh Muhammad, son of Mahdi al Khalisi, and Shaikh Muhammad Sadr, were men who had played a prominent part in 1920, a fifth, Hamdi Pachahji, was a Nationalist of extreme views, while the sixth was Yasin Pasha al Hashimi, who had served with distinction in the Turkish army, acted as Chief of the General Staff under King Faisal in Damascus, and had recently returned to Baghdad. He declined to join the delegation. Though his refusal and the failure of the demonstration were significant, the proceedings of the extremists were regarded with apprehension in the town, and an official notification issued next day by the Ministry of Interior, assuring the public that discussions of the most friendly character were proceeding between the British and 'Iraq Governments, was greeted with fervent hopes that a solution might speedily be reached.

Anti-British Campaign in the Extremist Press.

It had been my endeavour to furnish the public with a reasonable explanation of the nature of the mandate and the part it played in the relations of Great Britain with the League of Nations, leaving the treaty to regulate the respective engagements of the British and 'Iraq Governments, but, as I have already mentioned, the mandatory principle presented grave drawbacks even to sober-minded Arab politicians. Not the least of these was undoubtedly that in accepting it they feared to

incur censure outside the Arab world from that section of Islamic opinion which was hostile to British policy and would seize on the discredited mandatory relation as an excuse for opposing the establishment of a friendly connection such as was contemplated in the treaty. It was the earnest desire of His Britannic Majesty's Government, as it was also my own, to facilitate the task of King Faisal and his Government by framing the provisions of the treaty in such manner as to guard them against vindictive comment as far as our obligations to the League of Nations would allow, and it was the effort in this direction which had prolonged negotiations after agreement had been reached in all essential particulars. Far from recognizing the genuine wish on both sides to satisfy nationalist aspirations, extremist leaders started a dangerous campaign in the press against all who relied on the sincerity of the British Government, accusing the inhabitants of Basrah of a wish to become a British colony, and the tribal shaikhs of being British tools in a malevolent design to master the intelligentsia of the towns. In June the extremist organs directed their attacks on the British advisory staff who were charged with encouraging the manufacture of petitions demanding the continuance of the mandate. A particularly virulent article of this nature led to a second suspension of the *Istiqlal* by the Council, while the Minister of Interior published a telegram addressed to the officer in question assuring him that he had the complete confidence of the King and his Government.

Symptoms of Provincial Disorder.

The most serious feature in the situation was the suspension of administration in the provincial areas as a result of this agitation. I must emphasise the fact that these were confined to the two Euphrates Divisions. While political antagonisms increased rapidly in bitterness, occasions for their display were provided by neglect on the part of responsible native officials to deal with current tribal disputes or the manifest partiality with which they were approached. Grave symptoms of disorder began to appear and the collection of revenue, that sure gauge of the authority of Government, dropped to vanishing point in the areas in question.

Acceptance of the Treaty by the Council of Ministers.

Towards the end of June the Council of State concluded its deliberations on the treaty, which it accepted with the reservation, with which it persistently refused to dispense, that the treaty should not be ratified by the High Contracting Parties until it had been agreed to by the Constituent Assembly. Simultaneously, the Council resolved that elections should be held immediately and that an Organic Law and a law for the election of the future Legislative Assembly should be prepared for submission to the

Constituent Assembly, together with the Treaty. The Minister of Commerce, Haji Ja'far Chalabi Abu Timman, though he signed these resolutions, registered his dissent from most of the articles of the Treaty *seriatim*, on the ground that they implied the existence of the mandate, and on the following day sent in his resignation. He had recently learnt that his Ministry was to be abolished in accordance with the recommendations of the Economies Committee which had been sitting since the beginning of the month, and it was generally believed that he had seized this opportunity for making a voluntary exit under the guise of patriotic devotion to the cause of his country's independence.

When it was known that the Council were on the eve of passing the treaty, the so-called Nationalist shaikhs of the Hillah Division were summoned to Baghdad to swell the opposition and an attempt was made, by order of Shaikh Mahdi al Khalisi, to close the bazaars and engineer demonstrations in Baghdad with a view to intimidating the Government. It proved a complete failure, however, and a few days later the leaders of the moderate tribal party assembled in the capital and conveyed to the King and the Naqib their thanks and congratulations on the happy issue of the treaty negotiations. At the same time the necessary steps were taken by the Ministry of Interior to set in motion the machinery of the general elections as laid down in the Electoral Law.

Delay in the Signature of the Treaty.

But the signing of the treaty was to suffer further wearying and perilous delay through King Faisal's anxiety to embody in the resolution of the Council, by which it was approved, some formula which should leave the door open for constitutional representations to the League of Nations, requesting the abrogation of the mandate. I undertook to lay his views before His Britannic Majesty's Government, but, as by this time Parliament had risen and the British Cabinet had dispersed during the recess, I could not hope to obtain an answer before Ministers reassembled in September.

Situation in the Provinces.

Failing a resolution such as that which was desired, His Majesty, guided by misleading reports from officials in the 'Iraq Government engaged in fostering agitation, was convinced that dangerous outbreaks were to be expected in the Euphrates provinces. Local British Advisers maintained, on the other hand, that the movement was almost wholly artificial and would collapse as soon as its protagonists were shown that the Government was prepared to insist on obedience to orders. It was, in any case, no longer possible to ignore the situation which had arisen. Daily it was becoming clearer that tribal leaders of the extreme

Nationalist group were deliberately endeavouring to force their political opponents into taking action which would involve them in trouble with Government. Provocation in the Hillah Division had already in one case gone as far as bloodshed; in another a well-known anti-mandate shaikh was standing in arms in the lands of a protégé of his pro-mandate rival, while in yet another, a dispute as to boundaries had been decided by the local Arab officials, with manifest disregard to the evidence available, in favour of the extremist claimant. It is greatly to the credit of the opposing parties that its adherents resisted the temptation to take matters into their own hands, and were content to rely upon the representations of the British Advisers. On these the Ministry of Interior took action. The Mutasarrif of Hillah was ordered to Baghdad, and the Assistant Mutasarrif, a young man of great promise, who had refrained from taking part on either side in the political controversy, was instructed to settle the cases in question. He applied himself to the task with courage and judgment and encountered little or no opposition in reaching equitable settlements, to the complete justification of the forecast pronounced by his Adviser.

In the Muntafiq, where, as I shall have occasion to point out, an abiding agrarian trouble lies at the bottom of tribal unrest, the efforts of emissaries from Baghdad and the Holy Towns had given rise to profound disquiet. In June, Yasin Pasha al Hashimi was appointed Mutasarrif. He was not slow to realize that the problems before him wore an aspect wholly different from that attributed to them by the extremist politicians of Baghdad, and he made an effort to deal with them impartially. But the exasperation which had resulted from the policy of his predecessor had gone far to undermine confidence in Arab administration, nor was there any immediate prospect of attacking the fundamental agrarian difficulties which racked the Division, and, though the immediate danger of trouble was averted, Yasin Pasha took leave in August and subsequently resigned his post.

Creation of Political Parties.

Early in August new factors had entered the field. A stringent Law of Associations, regulating the formation of political parties, had been passed by the Council during the previous month and had received the assent of the King. Its publication was instantly followed by the renewal of a request, originally made in March by a group of extreme Nationalists whose spokesman was Saiyid Muhammad al Sadr, for permission to register a party under their auspices. On the earlier occasion, the Moderates had retaliated by declaring that they would form a counter organization, and His Majesty, fearing that friction would ensue, persuaded both sides to suspend their efforts. It was hoped, however, that the severity of the conditions and

penalties provided by the Law of Associations would enable the Government to restrain activities dangerous to public order, and in the second week of August three parties were registered. The first was the Hizb al Watani, or Nationalist Party, of which the Secretary was Haji Ja'far Abu Timman; the second was named the Hizb al Nahdhah, or Party of Awakening, for which two Shi'ahs of Baghdad, Amin Chalabi Charchafji and Abdul Rasul Eff. Kubbah, were nominally responsible, though Saiyid Muhammad Sadr was believed to be the moving spirit; while the third, the Hizb al Hurr, the Free Party, represented the Moderates, and was presided over by Saiyid Mahmud Eff. al Gilani, the eldest son of the Naqib. This third party received the instant adhesion of the powerful group of moderate shaikhs on the Euphrates, and a branch was formed spontaneously in Hillah, but, while numerically stronger than the two extreme Nationalist organizations put together, its direction suffered from the lack of initiative which not infrequently accompanies moderate and constitutional opinions.

Agitation during Kurban Bairam.

The Feast of Kurban Bairam ('Id al Adhha), which celebrates the termination of the pilgrimage, fell on 4th August, and was the occasion of renewed efforts on the part of the extremists. A meeting was called at Najaf, unattended, it should be noted, by the leading 'ulama, at which a statement was drawn up demanding the resignation of the existing Cabinet, the rejection of the treaty and the right to form political associations and hold meetings. This was accompanied by a threat to boycott the elections. A project for closing the bazaars met with no success.

In Baghdad, owing to previous failures, no attempt was made to hold a demonstration, but a petition addressed to King Faisal was circulated in the town for signature. It expressed a determination to procure complete independence, to reject the treaty, and resist the holding of elections. Few signatures were obtained and the document was still-born. Some days previously Shaikh Mahdi al Khalisi had taken a further step by signing a fatwah pronouncing that those who failed to guard the independence of their country from the authority of foreigners should be expelled from the society of true believers and denied burial in Moslem graveyards. Almost immediately afterwards his political sympathies were clearly indicated in a second announcement ordering all Moslems to subscribe to the Turkish Red Crescent.

Resignation of the Naqib's Cabinet.

The proceedings at Najaf during Kurban Bairam precipitated a crisis in the Cabinet which had for some time past been imminent. On 9th August, the Minister of Interior, Taufiq Beg al Khalidi, intimated that he intended to send in his resignation, on the ground that it was the contention of the extremist leaders

that the King placed no reliance in his Cabinet, and was not working in harmony with it, and that the opposition went the length of stating that their denunciation of his Ministers had His Majesty's approval. The Council, therefore, passed a resolution requesting the King to co-operate with his Government in such manner as to show that it could rely on his support and assistance. The King contented himself with replying that he saw no reason to change his policy, an answer which was taken by the majority of the Ministers to indicate the loss of his confidence, and led on 14th August to the resignation of all the Cabinet, with the exception of the Naqib, who hesitated to take precipitate action without an attempt to obtain a clearer announcement from the King. His Highness candidly felt, and had my full support in the sentiment, that it would be against the interests of the country to play into the hands of the extremists by abandoning his position permanently at the present juncture, and he delayed his resignation for several days until he had received assurance from the King that he would be called upon to form a new Government. But this arrangement was destined to be postponed.

The fall of the Cabinet was welcomed by agitators as a first concession to their demands as well as providing clear evidence of the defeat of the policy for which the Naqib and his Government stood, namely, the acceptance of relations with Great Britain through the medium of the treaty and the abandonment of the mandate question to His Britannic Majesty's Government and the Powers. They lost no time in declaring that the Naqib's Cabinet would be replaced by members of the opposite party, under the presidency of Saiyid Muhammad Sadr, and a manifesto from his pen, which appeared in the *Mufid* of 19th August, was looked upon as a preliminary step on his part to pave the way to high office by recapturing the position in the Shi'ah world, which had recently been usurped by Shaikh Mahdi. Moderate Nationalists were correspondingly disheartened and perplexed, while news from the provinces was of a highly disquieting nature. In the Muntafiq public order hung in a trembling balance, and the Mutasarrif of Hillah Division, regardless of official etiquette, had assembled his supporters at Najaf, which lies under the jurisdiction of the Mutasarrif of Karbala, and was carrying on a violent campaign which threatened to reopen feuds but recently adjusted. From Diyala it was reported that according to general belief the 'ulama were fostering a rising similar to that of 1920, and in Dulaim intrigues from Baghdad had begun to undermine the position of the paramount shaikh, with an inevitable deterioration in a Division which had enjoyed immunity from controversy owing to his close co-operation with King Faisal's Government.

By a breach of official discretion, the origin of which was not difficult to conjecture, the text of the unsigned treaty had for some days past been circulated among hostile elements in

Baghdad, with results that can scarcely have been gratifying to the circulator. I received personal assurance from a strongly Nationalist source that the proposed terms outstripped anticipation in their generous fulfilment of Arab aspirations. I am satisfied that this view represented the honest opinion of all but a small body of irreconcilables; these last were, however, bent on producing a crisis, no matter at what risk to the body politic. It came in a manner unexpected by them.

Manifestoes issued by the Extremist Parties.

On 20th and 21st August, the two extremist parties held joint meetings under the presidency of Saiyid Muhammad Sadr, and on the succeeding day the result of their deliberations was submitted to the King in the form of a protest which attacked British policy in the 'Iraq, and demanded that British influence in the administration should be eliminated. This document was published by the *Mufid* and the *Rafidan* on 23rd August, the anniversary of His Majesty's accession, together with a separate manifesto from the Hizb al Nahdhah closely similar in purport. Both declarations ran directly contrary to the declared policy of the British and 'Iraq Governments.

Demonstration of 23rd August.

The ceremonies of 23rd August, the anniversary of the King's accession, opened by the presentation of Colours by His Majesty to the First Cavalry Regiment and the Second Infantry Battalion of the 'Iraq Army. When the military function was concluded, His Majesty held a levee, in accordance with a programme which had been given publicity in the press. I attended with my staff at the appointed hour. The account of this part of the proceedings was fully published at the time; it is sufficient here to say that, evidently by design on the part of the King's chamberlains, the leaders of the two extreme Nationalist parties had been given appointments just before myself, and, after offering their congratulations to the King, had prolonged their visit to the royal apartments so as to ensure that they should be present when I arrived. On entering the Serai Square, my car had to pass through a considerable crowd of people whom I then supposed had gathered to witness the presentation of Colours. They made way for my car to pass to the steps of His Majesty's apartments. As I mounted the steps I noticed a knot of individuals collected on the balcony of the audience-chambers, from which one of their number was apparently addressing the crowd below. As I reached the threshold of the apartments, some remark, shouted out by a member of the audience, was received with much clapping, but I did not learn what it was until some hours afterwards, when enquiries showed that the text of the speech which was being delivered from the balcony was that of the declaration which had appeared in the papers that morning,

and that the cry which had been received with so much clapping was, being interpreted : " Down with the Mandate." No doubt could have been entertained that the incident had been carefully designed, and on the following day, having in the meantime obtained from the police an authoritative account of the incident, I instructed my Secretary to address a vehement protest to the Secretary of the King's Diwan against proceedings so unseemly as those which had taken place at a moment when, as the representative of His Britannic Majesty, I was crossing King Faisal's threshold in order to pay him a visit of congratulation. I demanded an apology for the affront and inquired what steps His Majesty proposed to take against those responsible for it.

The King's Illness.

The apology which I received was both instantaneous and ample, but I learnt at the same time that the King was suffering from a sudden attack of appendicitis, which by nightfall presented symptoms so alarming that the British medical officers in attendance on His Majesty decided upon an immediate operation. It was performed with success on the morning of 25th August, when the King's condition was found to have been such that the operation could not have been delayed for another twenty-four hours. His recovery was fortunately rapid and unchecked, but after so serious an ordeal his medical advisers were obliged to impose strict orders that His Majesty should not attend to business of any kind.

Steps taken to insure Public Peace.

The country was thus left without either a King or a Government at a time when, owing to the agitation carried on by the extremists, public peace was in lively jeopardy. I ascertained from the authorities immediately responsible that the maintenance of law and order could not be guaranteed if the situation were allowed to develop and accordingly, on 26th August, I took the steps considered necessary for the restoration of public confidence. In the afternoon of the same day I issued an announcement to the public. After stating the precise position existing at the moment in regard to the conclusion of the Anglo-'Iraq Treaty and the existence of the mandate, I explained that the British Cabinet would not be able to consider the last proposals from Baghdad until it met after the recess. I assured the people of 'Iraq that His Britannic Majesty's Government was most anxious to meet the aspirations of the 'Iraq Government and people to the utmost limits compatible with their international obligations and responsibilities, and I pointed out that it was the duty of every patriotic 'Iraqi who had the welfare of his country at heart to refrain from any word or action calculated to disturb internal peace or the happy relations which had hitherto existed between the two Governments, and to

await in patience the early receipt of a reply from London. I went on to remind the public that, pending the conclusion of the treaty, the Government of 'Iraq and His Britannic Majesty's High Commissioner were jointly responsible for the maintenance of conditions of security and stability in the country. Owing to the recent resignation of the Cabinet of His Highness the Naqib, the functions of the Council of State were in abeyance, while by an unfortunate coincidence His Majesty King Faisal had been stricken down by a serious attack of appendicitis and would not for some time be able to resume his part in the direction of affairs. Meanwhile, so serious a situation had been produced by the extravagant and seditious behaviour and manifestoes of certain politicians in the capital that, in the opinion of those responsible for the maintenance of law and order, prompt action was required if peace was to be maintained. I referred to the manifesto published jointly by the Hizb al Watani and the Hizb al Nahdhah on 23rd August, which constituted a clear declaration of hostility to the established Government and an invitation to sedition and disorder. In fulfilment of my responsibility to His Britannic Majesty's Government, I stated that I had felt myself constrained to take the following steps: I had ordered the arrest and deportation from Baghdad of certain persons, including Ja'far Chalabi Abu Timman, Hamdi Pachahji, and Saiyid Mahdi al Basir. I had temporarily closed the Hizb al Watani and Hizb al Nahdhah, and I had given orders for the suppression of the newspapers *Mufid* and *Rafidan*, together with the arrest and removal of the editors. I felt confident that these measures would suffice, but I warned the public that I would not hesitate to take drastic steps against any persons who should continue to emulate the seditious vagaries of those who had been placed under arrest. In conclusion, I emphasized the fact that these measures did not signify any change in the settled policy of His Britannic Majesty's Government towards the 'Iraq, and I called on all who believed that the interests of their country depended upon the maintenance of close and friendly relations with the British Government to stand together at this juncture in their resistance to irresponsible agitators.

The persons actually deported to Henjam in addition to the three above mentioned were Amin Chalabi al Charchafji and 'Abdul Rasul Chalabi al Kubbah, while a few days later Habib al Khaizran, a shaikh of the 'Azzah, was also arrested and deported. At my recommendation Saiyid Muhammad al Sadr, and Shaikh Muhammad, son of Shaikh Mahdi al Khalisi, left voluntarily for Persia on 29th August. Ibrahim Hilmi, editor of the *Mufid*, made his way across to the frontier in disguise and joined them in Persia.

My announcement gave instant reassurance both in Baghdad and in the provinces. For some time past sober-minded politicians, alarmed by the facile descent down which the extremists were precipitating the country, had been anxiously

hoping for some action on the part of the 'Iraq Government or of myself, and I received many acknowledgments of the relief caused by my action.

Resumption of Non-Party Administration in the Provinces.

Prompt measures were needed to stabilize the situation which had been created on the Euphrates. The last act of the Naqib's Cabinet had been to split the unwieldy Division of Hillah into two parts, placing under Diwaniyah the southern portion, to which was added the Qadha of Samawah, which, since, 1920, had formed part of the Muntafiq. At the same time the Ministry of Interior had made a number of proposals regarding the transfer of Arab executive officials in these areas, with a view to the appointment of men who were not identified with any political views and would conduct administration on non-party lines. These were carried out. The Mutasarrif of Hillah had been instructed on 19th August, to hand over to the Assistant Mutasarrif and repair to Baghdad, and a Committee had been appointed to revise the revenue assessments, against which there had been wide-spread complaints. The Committee consisted of one British officer and one Arab officer of known probity who co-opted local Arab colleagues. Grave irregularities were reported, resulting in some cases to a loss to the Treasury amounting to from 50 per cent. to 75 per cent. of the revenue dues. In consequence, assessments were carried out afresh. The inter-tribal situation was taken firmly in hand; Hillah Division offered no difficulty, but in three cases it was necessary in Diwaniyah Division to revert to aerial action against shaikhs whose open defiance of the orders of Government threatened serious breaches of the peace. By the middle of September, however, all danger of sporadic outbreaks was over in Diwaniyah, and the settlement of outstanding tribal disputes was in course of accomplishment. The Muntafiq proved somewhat more troublesome. The unrest, which had been fostered for political ends, had assumed an aspect definitely anarchical. A group of shaikhs banded themselves together under pledge to exact a complete remission of the revenue demand for the current year, to act together in seizing certain plots of land which they coveted from their neighbours, and to take combined action against Government if they met with official resistance. After an attempt to kidnap the Divisional Adviser, and a flat refusal to obey the orders of the local Qaimmaqam, one of the leaders was bombed by air, whereupon another carried out his share in the programme of resistance and overwhelmed the nearest police post. Intensive action by air was taken in October, and by the end of the month all the insurgent shaikhs had surrendered.

I wish to record that from this time forward until the end of the period under report the Euphrates Divisions have settled down to an era of reconstruction. Great praise is due to the

Arab executive officials who have steadily applied themselves to the work of administration, and I am happy to record that harmonious relations have existed between them and their British colleagues, from whose experience and advice they have shown no reluctance to profit.

There has been one example of an attack by Arabs on a British official, but the episode, regrettable though it was, for it resulted in a permanent injury, was devoid of political significance. It occurred on 19th January, when Major Jeffreys, Adviser to the Mutasarrif of Diwaniyah, happened to interrupt a raiding party which was on its way to commit a murder in a neighbouring village. On being stopped and called upon to account for carrying arms on the highway, the offenders opened fire and Major Jeffreys was wounded in the foot before his chauffeur could get the car away.

Support given to the Civil Arm by the Royal Air Force.

As is to be expected in all tribal areas, occasional breaches of the peace have occurred, but with rare exceptions the arbitrament of force has not been sought during the last four months. When, at the request of the local Arab executive official, backed by that of his British Adviser, it has been necessary, as it was after the troubled months of the summer, to use forcible measures to prevent the spread of disorder, with attendant bloodshed, as a rule a preliminary warning dropped by aeroplanes has been sufficient to persuade the parties concerned to obey the orders of Government. Such warning has been invariably given and only when it failed has the threat been carried out and the offender attacked by air or rounded up by police under the protection of an air demonstration. In every case where loss of life has been entailed it has been incommensurate with that which would have resulted from allowing tribal feuds to continue unchecked. I emphatically endorse the statement made by the Secretary of State for Air in the House of Commons on 21st February, that there is no example in which air action has been taken for the purpose of collecting revenue. Open defiance of the authority of Government such as presented a dangerous likelihood of insurgence is the sole ground on which the R.A.F. has been called upon to fulfil its legitimate rôle in assisting the local administration to preserve internal peace.

The more undivided attendance of executive officials to their administrative duties has led to a marked enhancement of the prestige of Government, with the result that the collection of dues and arrears, which had been practically suspended during the months of agitation, has been resumed with effects satisfactory to the Treasury. Nor is this all. The fact that genuine efforts are being made to settle local disputes of long standing will tend to diminish causes of friction, thus enhancing gradually the orderliness of tribal areas.

Recovery of the King.

His Majesty King Faisal was sufficiently restored to health by 10th September to resume his part in affairs of State. I was permitted by his medical advisers to have audience with him on that day in order to acquaint him with the measures I had seen fit to take during his illness. He expressed himself to be entirely satisfied with the course I had pursued and on the following day addressed to me a letter in which he publicly thanked me for the salutary measures I had adopted in order to maintain public interests in the difficult position with which I had been confronted owing to the coincidence of his malady with the interval between the resignation of one Cabinet and the formation of another.

Formation of the Naqib's Second Cabinet.

The first step taken by His Majesty was to invite His Highness the Naqib to form a new Cabinet which was constituted towards the end of the month as follows:—

President: His Highness the Naqib.

Interior: 'Abdul Muhsin Beg al Sa'dun (late Minister of Justice).

Finance: Sasun Eff. Haskail (no change).

Defence: Ja'far Pasha al 'Askari (no change).

Public Works: Sabih Beg (no change).

Justice: Taufiq Beg al Khalidi (late Minister of Interior).

Education: Haji Muhsin Shalash.

'Auqaf: Muhammad 'Ali Effendi Fadhil (no change).

The only member who had not previously held Cabinet office was Haji Muhsin Shalash, a Shi'ah and the leading banker and merchant of Najaf, where he enjoys great esteem.

Signature of the Treaty, 10th October, 1922.

All difficulties with regard to the treaty had been cleared away by an assurance from the Secretary of State that the mandate would be considered to have lapsed from the moment that the 'Iraq State was admitted to membership in the League of Nations, a privilege which, by the terms laid down in the treaty, His Britannic Majesty's Government had undertaken to endeavour to obtain at the earliest possible date. One of the first acts of the new Cabinet was to reaffirm their approval of the treaty, which was accordingly signed on 10th October by myself on the part of His Britannic Majesty's Government, and by His Highness the Naqib on the part of the 'Iraq Government, and published on 13th October (*see* Appendix 3) together with the communiqué from the Secretary of State (Appendix 4). On the same day King Faisal issued a moving proclamation to his people,

written by his own hand and testifying to his deep satisfaction at the conclusion of the alliance with Great Britain. It ran as follows :—

“ I publish to-day to my beloved people the text of the Treaty concluded between me and His Britannic Majesty's Government.

“ Many obstacles have stood in the way of the negotiations of our plenipotentiaries which have lasted about ten months, but at the end we have been able, thanks to good intentions and mutual confidence, to overcome them and reach a satisfactory settlement. I have no doubt that my people will appreciate the importance of this Treaty and the great strides which we have made towards the realization of national aspirations. The people will hold with additional strength to the friendship of our illustrious Ally, Great Britain, because the continuance of friendship with her is a vital matter on which depends the safeguarding of the independence of this State and the assurance of her economic progress.

“ The Treaty, as is clear from its text, is based on a foundation of mutual advantage and interest, and, just as we have undertaken to respect the obligations of Great Britain and her international interests, so she, on her side, has undertaken to assist us and has recognized our political independence and respected our national sovereignty. All other agreements subsidiary to this Treaty will be based on these principles. Nothing remains but that we should carry out elections for the convening of the Constituent Assembly and the framing of the Organic Law. Thus we shall make our second step and progress towards an application to the League of Nations, with the assistance of our Ally, that we should be admitted to membership of the League like other Powers. I appeal to my people to support their Government in the maintenance of order within the State and to help the Government to execute its laws, and I ask the people to select fitting representatives who will truly represent the wishes of the nation. At the same time my people should feel confidence in and devotion towards the British Government and nation which alone has recognised our political existence, and has treated us with sincerity and has promised to help us to admission to the League of Nations and towards the realization of our national aspirations.

“ Now that the Treaty has been concluded, the internal administration has become my concern and that of my Government and my people. We are, thank God, one united whole moved by a strong feeling of responsibility for the future prosperity of the country. The British authorities,

who have shared that responsibility with us, are to-day our sincere allies supporting us under the provisions of the Treaty against any who may wish to injure our independence, and we ask help from God that we may follow a policy of sincerity and friendship towards our neighbours, having before our eyes the promotion of peace and friendship within these territories. Guidance is from above.

FAISAL."

The following telegrams were exchanged between King Faisal and King George on this occasion:—

From His Majesty King Faisal to His Majesty King George.

12th October, 1922.


"To-day, when by the conclusion of our Treaty our endeavours have been crowned with success and the bonds of friendship and alliance firmly established between us, I offer Your Majesty my profound thanks for the most effective assistance which this State has been so fortunate as to enjoy at the hands of Your Majesty since its inauguration. I trust that Almighty God will so ordain that this our Treaty of to-day shall be one under which peace and prosperity will flourish in this country progressing, as it will, in steadfast reliance on the help and friendship of Great Britain.

"May the happiness and prosperity of Your Majesty and your illustrious people ever increase."

From His Majesty King George to His Majesty King Faisal.

16th October, 1922.

"I deeply appreciate your message and cordially reciprocate your good wishes. My earnest hope is that the friendly association of our people will lead to the establishment in 'Iraq of a prosperous and independent Arab Kingdom.'"



The subsidiary agreements, to which King Faisal alludes, relate to the number and status of British officials employed by the 'Iraq Government and judicial organization such as shall protect adequately the position of foreign nationals, together with the military and financial engagements entered into by the two Governments and arrangements for the execution of international conventions. Discussion on these heads is now approaching completion.

Effect on the 'Iraq of Kemalist Victories and Claims.

The publication of the treaty occurred at a period of deep preoccupation with the development of events in Anatolia. The Kemalist attack on the Greek forces had begun on 26th August, and by 9th September Smyrna had been recaptured by the Turks. Their claim to the Mosul Wilayat had begun to assume definite shape at Angora, which the temporary evacuation of Sulaimani by ourselves on 3rd September, under circumstances which will be recorded later, was regarded in many quarters not only as evidence of the success of Turkish propaganda, but also as indicating that His Britannic Majesty's Government was not prepared to resist Turkish pretensions. Thus, though the signature of the treaty met with unfeigned satisfaction from all solid elements in the 'Iraq, among whom the words of His Majesty's proclamation aroused many expressions of praise and gratitude, dissidents were encouraged by the uncertainty created by the Turkish situation. They could have given no better proof of their profound antagonism to the conception of an independent Arab State raised on stable foundations, the end which the treaty had in view. The lead was as usual taken by the Shi'ah clergy.

Fatwahs forbidding participation in the Elections.

The 21st of October saw the publication of a Royal "Iradah," ordering the convention of the Constituent Assembly. This was followed on 24th October by a communiqué from the Ministry of Interior instructing all Government officials to adopt an attitude of complete neutrality during the elections. The registration of primary electors began without delay. But for some time past communications had been passing between the Shi'ah 'ulama regarding the advisability of forbidding participation in the elections, and on 8th November "fatwahs" to this effect were issued from Karbala and Kadhimain. It is difficult to estimate the exact effect which was produced by these utterances. The registration of primary electors, though somewhat impeded by fears of conscription, had almost reached completion. The revisary committees, whose duty it was to check and sign the registers, had to a great extent been appointed and in most cases they carried their functions through to a conclusion without any hesitation. But in Karbala and Hillah, the Divisions which fell most closely under the influence of the Holy Towns, the members of the committees were terrorized by the threats of the extremists and either resigned office or declared themselves afraid to sign the registers. On the other hand, the Shi'ah tribes have been largely unaffected. In the Liwa of Kut tribal representatives to the Electoral Colleges have been chosen, and there is little doubt that the greater number of the tribesmen on the Euphrates would be prepared to play a similar part. In the Sunni north it is not the fatwahs, but fear of future inclusion in the Turkish Empire which tends to make them stand aloof from the elections.

The Lausanne Conference: First Phase.

The news that on 1st November, the Angora Assembly had deprived the Khalif of temporal power roused deep-seated resentment among Orthodox Sunnis, but when it was ascertained that his successor had been acknowledged as Khalif, it was decided to insert the name of Majid Effendi in the khutbah. The flight of Muhammad VI, taken together with reports of the high-handed actions of the Kemalists in Constantinople, at first gave some encouragement to the advocates of disorder, though responsible opinion recognized the strength of the united front shown by the Entente Powers at the opening of the Lausanne Conference. Immediately after the signature of the treaty, King Faisal made a pressing request for the presence with our deputation at the Conference of a representative of the 'Iraq, and in reply I was charged to convey to His Majesty that His Britannic Majesty's Government welcomed the suggestion, both in order that the envoy might assist in the preparation in London of material in regard to 'Iraq, and also that he might accompany the British representatives to the seat of the Conference. His Britannic Majesty's Government considered that the most convenient arrangement would be that, in anticipation of the ratification of the Anglo-'Iraq Treaty, a representative should be appointed to London and be used for the above purposes. The Council of State agreed to this suggestion and appointed Ja'far Pasha al 'Askari, Minister of Defence, to the duty. He left by air on 8th November, accompanied by Taufiq Beg al Suwaidi as Secretary.

Resignation of the Naqib.

The renewed activity of Turkish propaganda excited by events in Anatolia led to a crisis in the Cabinet. The Minister of Interior, 'Abdul Muhsin Beg al Sa'dun, was convinced that the Council of Ministers, should meet the situation with a vigorous appeal to nationalist sentiment, as well as with counter-action. He considered that a Council under the leadership of His Highness the Naqib must necessarily incline to more temporizing methods than were called for and he tendered his resignation to the King on 6th November. Almost at the same moment Haji Muhsin Shalash also resigned, on the ground that his business affairs required his personal supervision, while two days later the post of Minister of Defence was left vacant by the departure of Ja'far Pasha for London. The Cabinet was thus deprived of half its members and the Naqib judged the moment opportune for his own withdrawal. He resigned on 16th November. Notwithstanding age and infirmity, he had borne the burden of his highly responsible office for two years. To his temperate counsels and his wise handling of affairs of state all who have the interests of the Arab kingdom at heart must look back with gratitude, while I reckoned his unfailing confidence and friendship as having been inestimable assets in carrying out the policy

of His Britannic Majesty's Government. He remains among us a venerable and respected figure, ever ready to use his great influence and experience to the best advantage of his country, and his name must count among the chief of those who laid the foundations of Arab independence.

The Sa'dun Cabinet.

His Majesty wisely entrusted 'Abdul Muhsin Beg with the formation of the succeeding Cabinet, the composition of which was announced on 20th November as follows :—

President of the Council : 'Abdul Muhsin Beg al Sa'dun (Minister of Justice in the late Cabinet).

Minister of Interior : Naji Beg al Suwaidi (held the portfolio of Justice from September, 1921, to March, 1922).

Minister of Finance : Sasun Eff. Haskail (no change).

Minister of Communications and Works : Yasin Pasha al Hashimi (late Mutasarrif of Muntafiq).

Minister of Education : 'Abdul Husain Chalabi, a Shi'ah of moderate views.

Minister of 'Auqaf : 'Abdul Latif Pasha Mandil (held the portfolio of Commerce from September, 1921, till March, 1922, and was previously a member of the Naqib's provisional Government).

Minister of Defence : Nuri Pasha al Sa'id, C.G.S., acting.

The Ministry of Justice was not filled until January, when Naji Beg was transferred to it, while 'Abdul Muhsin Beg took the portfolio of Interior in addition to his duties as President of the Council.

The planks on which the Sa'dun Cabinet rests are resistance to Turkish claims and acceptance of the treaty with Great Britain. The Prime Minister published, on 24th November, its programme which ran as follows :—

“ The Ministers have taken the responsibility of administering the country at this historic moment, relying on God and the confidence of His Majesty the King, and trusting in the support of the noble 'Iraq people. The Ministers will endeavour to realise the aspirations of independence and national sovereignty within the natural boundaries of 'Iraq.

“ 1. Application of laws and observance of equity in dealing with all classes.

“ 2. Maintenance of Government on a permanent national basis so as to put the responsibility of administration into the hands of capable natives.

" 3. To promote friendly relations with our great Ally who has recognized our political independence and respected our national sovereignty; to expound the clauses of the treaty by publishing official statements which will reassure the public; to draft the Organic Law consistently with the wishes of the people and to prepare the Electoral Law for the Legislative Assembly, so as to lay these laws before the Constituent Assembly, together with the Anglo-'Iraq Treaty.

" 4. To maintain friendly relations, political and economic, with neighbouring and other Governments.

" 5. To safeguard complete freedom and prevent illegal interference in the present elections for the Assembly, which will have the final right to ratify the treaty and pass the laws above-mentioned. The Ministers support the freedom of the press and do not object to the formation of political parties, according to the laws now in force.

" 6. Drastic economy in Government posts and development of the resources of the country so as to balance expense and revenue; the adoption of all measures to create a national force composed of army and police, sufficient to maintain public security.

" 7. Observance of efficiency in selecting public officials and promotion of national feeling; adoption of measures for public instruction in accordance with the principles of religion; resistance to every movement prejudicial to public security and contrary to national aspirations and the giving of opportunities for all kinds of schemes hitherto neglected, such as the reclamation of lands, etc., and adoption of modern systems.

" The Government appeals to all officials to observe these canons, to co-operate with the Government and exhibit a spirit of patriotism in all their actions. It appeals to the public to support the Ministers.

'ABDUL MUHSIN.

Prime Minister.'

'Abdul Muhsin Beg has proved himself a worthy successor to the Naqib. His fearless integrity combined with great personal loyalty have given him the confidence of his Sovereign and his colleagues, while my relations with him have been conducted on the same basis of cordial co-operation towards a common end which I enjoyed with his predecessor. The patriotic spirit of his Cabinet has received the support of the country. When the Turkish delegates formulated at the Lausanne Conference their claims to the Mosul Wilayat, a strongly worded protest addressed by the Council of State to Lord Balfour for submission to the League of Nations was followed by telegrams in the same sense from every part of the 'Iraq which had sworn allegiance to the King. Shaikh and townsman, Sunni and Shi'ah, the members

of Municipal and Administrative Councils, the Hizb al Hurr, which is presided over by the eldest son of the Naqib, and the journalists of Baghdad all added their voice to that of the Prime Minister. It may be noted that the vernacular press has from first to last adopted an unexceptionable attitude over this question. While expressing sympathy with the Turks in their desire for national independence, 'Iraqi journalists have been careful to point out that Arab aspirations deserve similar consideration.

Return of Political Deportees.

Together with the programme of his Cabinet, the Prime Minister was able to announce, with my approval, that the political offenders who had been deported to Henjam by my order in August would be released, under strict guarantee that they would support the policy of the King and his Government based on adherence to the treaty. On my return from visiting the Sultan of Najd at 'Ojair, whither I went on 19th November, I called at Henjam and arranged that two of the deportees, Haji Ja'far Chalabi Abu Timman and Hamdi Beg Pachahji should not return at once to Baghdad but might repair to any other country. Subsequently, however, it was agreed at the request of the Council that Hamdi Beg should be allowed to return; the case of Ja'far Chalabi was similarly disposed of at a later date.

The other deportees landed at Basrah on 18th February.

Financial Position of the Country.

The first duty of the Sa'dun Cabinet was to consider the financial position of the country which the recent months of political agitation had adversely affected. The Cabinet crisis of August had delayed the acceptance of the reductions recommended by the Economies Committee, while in the rich Euphrates areas the Treasury had suffered a serious abatement of receipts during the period of unrest which followed on the Karbala meeting. Natural causes were responsible for an even further diminution. Owing to an exceptionally bountiful harvest, the price of agricultural produce had fallen so sharply that the rates fixed for the assessment of taxation could no longer be realized and on all sides remissions had been necessary. I was obliged to direct the attention of the Cabinet to the serious nature of the financial position and at the same time propounded to them the recommendations put forward by His Britannic Majesty's Government for the lightening of expenditure. The Council lost no time in putting into force the proposals of the Economies Committee, but the efforts of Ministers have not been entirely successful in balancing the budget during the current financial year. The subject will be more exhaustively treated under the financial section of my report, but I may say here that I have every hope that, though stringent economy will be essential during the next few years, the natural resources of the 'Iraq will not prove insufficient for the needs of administration.

Steps taken to meet the Turkish Menace.

I was summoned to London early in the current year to attend the deliberations of the British Cabinet and left Baghdad on 19th January, expecting to be in England about a fortnight. My absence was prolonged until 31st March; during this period my Counsellor, Sir Henry Dobbs, acted for me. Little change occurred in the internal political situation during February and March, but the suspension of negotiations at Lausanne and evidences of military activity on the northern frontier of 'Iraq roused justifiable anxiety for the immediate safety of the country from attack. With the approval of Sir Henry Dobbs, the Air Vice-Marshall, Sir John Salmond, who had assumed command of the British Forces in 'Iraq on 1st October, determined as a precautionary measure to strengthen the Mosul garrison, a step which involved the entrusting of the line of communications on the Tigris to the 'Iraq Army. This duty has been fulfilled creditably.

At the same time it was decided that the moment was opportune for the acceptance by the Amir Zaid of an invitation, given shortly after His Highness's arrival in the 'Iraq in the autumn, to visit Mosul. His presence there as the representative of his royal brother added a lustre to the Arab regime which in the northern area, since the visit of the King himself in the previous year, it had somewhat lacked. Demonstrations of loyalty greeted the appearance of the Amir who served as a rallying point to nationalist sentiment irrespective of party. The leading Kurdish Chiefs of the northern frontier, all of whom had sworn allegiance to King Faisal while many had been present at his coronation, lost no time in paying their respects to the Amir. When it was known that an irregular tribal force was to be raised in the Jazirah desert, for the better protection of the west flank, the Amir received offers of assistance not only from 'Iraq tribes but from many from across the border, and though these last were wisely refused on the ground that their acceptance might have constituted an undesirable provocation, no difficulty was found in enrolling a strong force during the next two months.

2. THE KURDISH QUESTION.

Restrictions imposed by the Treaty of Sèvres.

It will be convenient at this point to deal with the Kurdish question to which I have hitherto made no more than the briefest allusion, although it intimately affects the northern provinces of 'Iraq. It must be remembered that, in its policy towards the Kurds, the 'Iraq Government was bound by Article 64 in the Treaty of Sèvres, by which Turkey undertook to give independence to the Kurdish areas in Asia Minor if, within a year after the ratification of the treaty, a majority of the population should prove to the Council of the League of Nations that they were desirous of independence and capable of exercising it. "If

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and when such renunciation takes place " the Article concluded, " no objection will be raised by the Principal Allied Powers to the voluntary adhesion to such an independent Kurdish State of the Kurds inhabiting that part of Kurdistan which has hitherto been included in the Mosul Wilayat." All dealings with the Kurdish areas in Mosul Wilayat were therefore circumscribed by the possibility that they might at the wish of the inhabitants cease to form part of the 'Iraq.

Provisional Administration in the Kurdish Districts.

As I had the honour to state in my last annual report the Kurdish districts in Mosul and Arbil Divisions twice declared their intention of uniting with the 'Iraq, once in June, 1921, before the arrival of the Amir Faisal, and again in August when, with the exception of the Rawanduz Qadha, they swore allegiance to him as King, but on both occasions there were certain reservations which provided for a measure of decentralization to be accorded by the 'Iraq Government, nor was the population obliged to adhere to a previous decision of this nature should the circumstances arise which were indicated in Article 64 of the Treaty of Sèvres. Sulaimani Division, on the other hand, rejected altogether the idea of inclusion in the 'Iraq in June, 1921, while the majority of the inhabitants of Kirkuk Division asked that decision should be postponed for a year and meantime declined to take the oath of allegiance to the King. Pending a future solution, the Kirkuk Division was administered as before by officials of the 'Iraq Government and British advisers and was subject to the central authority in Baghdad, while the administration of Sulaimani was conducted by Kurdish officials and British advisers responsible to myself. An elective Administrative Council, presided over by the senior British Adviser, controlled local affairs, subject to the confirmation of its decision by the High Commissioner, and the preservation of law and order was entrusted to Kurdish Levies under British officers, forming part of the Levy Force of the 'Iraq and administered by the British General Staff. Sulaimani benefited largely from the organization of the central administrative, the services of the British officials in the technical departments of the 'Iraq Ministries being as much at the disposal of the Kurdish Division as of the 'Iraq. The budget of the province was self-contained, while the excise on tobacco exported into and consumed in the 'Iraq was collected by the 'Iraq Government.

Disturbances in Sulaimani.

Under these conditions the internal administration of the province had run with remarkable smoothness; but lawless Kurdish chiefs from across the frontier were a not infrequent source of disturbance. Their activities were never unconnected with Turkish intrigue. Thus it was that, in the winter of

1921-22, we had been forced to meet in arms the Auraman chiefs instigated by Mahmud Khan Dizli, a Persian subject. It was not till towards the end of May that terms were arranged with Mahmud Khan, but one of the lesser insurgents within the frontier remained to be dealt with and was finally subdued by a combined attack of Levies and Air Force on his stronghold of Bani Banok near Halabja. It was during this operation that the Levies had the misfortune to lose Lieutenant M. Mott.

Shaikh Mahmud.

During the early spring of 1922 there was increasing evidence of a desire for the solution of the Kurdish question in a sense satisfactory to nationalist sentiment centred on a demand for the return of Shaikh Mahmud, the head of the Barzinja family, or Shaikhan, as they are popularly known. Shaikh Mahmud had led the rising of 1919, after the suppression of which he and his brother, Shaikh Qadir, had been interned in India, but in the preceding autumn he had been allowed to reside at Kuwait and Shaikh Qadir to return to Baghdad. Shaikh Mahmud's grandfather who had a reputation as a holy man is buried in Sulaimani town; his mantle has fallen upon his descendants whose religious influence in the neighbourhood is considerable. The movement in favour of Shaikh Mahmud began among his own relations and was swelled by the adhesion of every malcontent who resented the obligation of decent citizenship which had been imposed by a Government conducted under British supervision. Opinion was, however, by no means unanimous. The Jaf Begzadah, in the southern Qadha of the Division, entertain a hereditary jealousy of the Shaikhan and viewed the possibility of Shaikh Mahmud's reinstatement with grave misgivings; the Pizhder in the north were divided, one half under Babakr Agha being strongly anti-Shaikh Mahmud, while the other under Babakr's rival, 'Abbas Mahmud Agha, inevitably took the opposite side.

Turkish Propaganda.

Turkish propaganda fanned the flame of unrest. On 17th March, 1922, the Angora Government conferred upon one of their agents, a certain Ramzi Beg, the title and office of Qaimmaqam of Rawanduz and despatched him to the district. On his arrival towards the end of May, he embarked immediately on an intensive campaign among the tribes, coupled with assurances of the imminent arrival of large Turkish reinforcements with the help of which Sulaimani, Kirkuk, and Arbil were to be wrested from the British. He was followed in the middle of June by a certain Colonel 'Ali Shafiq Beg, popularly known as "Euz Demir" (Iron Shoulder), a Circassian of Egyptian origin who had thrown in his lot with the Kemalists in 1919, and, as a military adventurer, was to play the leading part in the agitations on this frontier. He gave out that his mission was the reconquest of the whole of the Mosul Wilayat.

Revolt of Karim Fattah Beg.

Towards the end of May Turkish excitement to lawlessness bore fruit. On some personal dispute the chief of the Jabberi Kurds in the vicinity of Chemchemal attacked and wounded the local Mudir and proceeded to call out the tribesmen. His defiance of Government gave the signal to the lawless elements of the Hamawand, the most important tribe of the Chemchemal Qadha where they had been a constant source of disturbance under Turkish rule. This faction was led by a certain Karim Fattah Beg who had joined Shaikh Mahmud in the rebellion in 1919. After the despatch of threatening letters to the Assistant Political Officer, Captain Bond, he made a semblance of desiring to come to terms and invited Captain Bond together with Captain Makant, who was in command of Levies, to meet him in conference at a village near the Bazian pass on 18th June. The two officers, though warned by friendly chiefs that treachery was intended, considered it their duty to refuse no opportunity for peaceful settlement and accepted the invitation. Their suspicions were disarmed by the cordial greeting given them by Karim Fattah Beg, and his followers shot them in the back while they rode by his side. Thereupon the Hamawand chief joined the Jabbari, Saiyid Muhammad, in armed insurrection.

The death of Captain Bond and Captain Makant was a heavy loss to the administration. Both were gallant and capable officers with a wide knowledge of local conditions. Captain Bond had earned trust and affection in Chemchemal; his name lived after him and inspired many of the Hamawand chiefs to loyal service during the difficult months which followed, while the Kurdish Levies were eager to avenge the murder of Captain Makant.

For over a month the Levies, with the co-operation of the Air Force, chased the offenders through the rocky hills of Kurdistan, a terrain which gave the fugitives every possible advantage. At the end of July, 1922, Karim Fattah Beg was reported to have gone north to seek refuge with the Turks; the Levies in pursuit crossed the Zab into the Pizhder district of Rania where they found Babakr Agha hard pressed by the hostile sections of his tribe who had retired across the Persian frontier and were being urged by the Turks to attack him. The presence of the Levies enabled him to re-establish the balance and the position was further guaranteed by the action of Isma'il Agha, generally known as Simko, a leader of the Shikak tribe, whose headquarters are in the neighbourhood of Lake Urumiyah. The latter, aided by Saiyid Taha of Neri, at this juncture sent envoys to the Persian Kurdish leaders on the border warning them not to abet rebellion in Sulaimani.

Retirement from Rania.

It was imperative that the Levy Column, exhausted by continuous exertions during the torrid heat of summer, should be allowed a period during which to rest and refit. The column was accordingly brought back to Sulaimani town on 9th August. Not this retirement alone, but a combination of circumstances led to an immediate deterioration in the situation. The advent of Karim Fattah Beg gave the Kemalists additional reason to hope for tribal co-operation. Small parties of Turks moved south towards the Rania border where they were joined by the hostile Pizhder, and though Indian troops from Arbil reached Rania on 21st August and were supplemented by such Levies as were available, they were powerless to stop the growing volume of the tribal slide, induced by fantastic reports of the coming of Turkish reinforcements. The British column retired from Rania on 1st September.

Evacuation of Sulaimani.

The northern flank being thus exposed, I could not risk the lives of British officials and other non-Moslem employees in Sulaimani and they were evacuated by air on 5th September. The R.A.F. met the necessity with its usual versatility and with complete success; 67 persons, including all Assyrian Levies in the town, were conveyed to Kirkuk within the day without difficulty or mishap. Before leaving, the Political Officer, Major Goldsmith, entrusted the administration to the elective council. Shaikh Qadir, younger brother of Shaikh Mahmud, had been permitted to return from Baghdad some days previously; he was co-opted President, and the Shaikhan were informed that, in view of their complete abstention from participation in the recent hostilities against Government, Shaikh Mahmud was being allowed to proceed from Kuwait to Baghdad where the future organization of the Division would be discussed. Meantime the administration had at its disposal 200 Kurdish Levies and the balance of revenue in the treasury with which to carry on Government.

The withdrawal to the Arbil-Kirkuk-Kifri line gave immediate encouragement to the enemy. A Turkish reconnaissance appeared on the Lower Zab, threatening to cut the lines of communication by means of tribal raids; Keui Sanjaq was occupied by a diminutive body of Turks and Ramzi Beg installed as Qaimmaqam, while preparations were set on foot for an attack on 'Aqrah. But within a month the situation had been restored by rapid and effective action on the part of the R.A.F. and the Levies, and when, on 23rd September, Amadiyah, on the northern frontier, was raided by hostile tribesmen from Barzan, the Assyrians and local Kurdish tribes assembled at the call of the Qaimmaqam and drove back the attackers. In the following month a column of Assyrian irregulars, supported by

Levies, avenged the raid by a triumphant march through Barzani territories, and Amadiyah with its dependent valleys, recently reoccupied under our auspices by Christian cultivators, was placed out of danger.

Installation of Shaikh Mahmud and his intrigues with the Turks.

Shaikh Mahmud arrived in Baghdad on 12th September, 1922, and expressed his complete willingness to adhere to the policy of His Britannic Majesty's Government. He was given full assurance that in rallying Kurdish national sentiment he would have every possible assistance both from the British and 'Iraq Governments, and King Faisal permitted several Kurdish officers from the 'Iraq Army to be seconded for service with him in Sulaimani in order to help him in the organization of his Levy forces. He reached Sulaimani town on 30th September, accompanied, at his own request, by Major Noel as my representative, but before a month was out he was in close correspondence with the Kemalists. The course of these negotiations was revealed by the fortunate capture some months later of Euz Demir's despatches addressed to the Turkish headquarters at Jazirat ibn 'Umar. They display a singular picture of oriental duplicity and intrigue. Euz Demir, while addressing Shaikh Mahmud in flattering terms, was under no delusion as to the instability of his Kurdish allies. He evaded every request to make a pronouncement in favour of Kurdish autonomy, and in writing to a Turkish committee formed in Kirkuk he gave frequent assurances that his Government had no intention of favouring the pretensions of Shaikh Mahmud. He was in fact using him merely as a pawn in the game, the object of which was to recapture the Mosul Wilayat with or against the wishes of the inhabitants.

His Pretensions.

Shaikh Mahmud, though on his side uneasily conscious that he was little likely to gain permanent advantage from the Turks, must have believed that he could successfully play them against the British, and, while sending fervent assurances of devotion to Euz Demir, redoubled his demands on us. In October he assumed the title of Hukumdar of Kurdistan; in November he was signing himself as King. The Kurdistan over which he claimed authority was no less than all Kurdish areas within the 'Iraq, irrespective of the fact that neither Arbil nor Kirkuk nor the Kurdish Qadhas in Mosul Division had expressed any desire for his rule. He was, however, enheartened by the adherence of the Kurdish tribes round Kifri, in the Kirkuk Division, who saw joyful evidence in Sulaimani that the reign of King Mahmud would be attended by the complete absence of any restrictions on their individual liberty, including such obligations as the payment of taxes and the necessity of accounting to

judicial authority for lawless actions. But nothing is more certain or has been given more definite expression than that Arbil and Kirkuk, with their intelligent and well-educated citizens, would not contemplate the possibility of becoming the fief of a rude tribesman or the appanage of a remote and backward village like Sulaimani.

Saiyid Taha's co-operation with His Majesty's Government.

The complex of Kurdish politics became more involved by the appearance towards the end of October of Simko and Saiyid Taha of Neri in the Arbil Liwa, whither they sought refuge. The position of Simko as a fugitive Persian subject was at first somewhat anomalous, but in December he was granted unconditional pardon by the Governor of Sauj Bulaq on behalf of the Persian Government, to whom he replied with expressions of loyalty, adding that the British authorities had urged on him the desirability of making his peace with his own Government. Saiyid Taha, a Turkish subject with property within the limits of the 'Iraq, in the neighbourhood of Rawanduz, was differently situated; his quarrel was with the Kemalists who were engaged in active hostilities on the 'Iraq frontiers, and he expressed his intention of rallying the tribes with whom he had influence against them. King Faisal was willing to see his services employed and a small column composed of Kurds who had enlisted in the 'Iraq Army was placed at his disposition. He might well have accomplished his design if exceptionally heavy rains had not prohibited all military activity; as it was, the rumour of his intended movement had a marked effect on the immediate situation. It completed the work of the R.A.F. in forcing the Turks to evacuate Rania and withdraw further north, thus leaving Babakr Agha once more in friendly control of the Pizhder, and it offered hope to the moderate party in Sulaimani who viewed with alarm Shaikh Mahmud's intrigues with the Kemalists and had been alienated from him by the tyrannous misrule which he had instituted. Many of the most influential of the Shaikhan, who a few months earlier had pressed for his return, now recognized the insensate character of his ambitions and had been convinced by experience that he was incapable of directing the government of the province. With an elaborate façade of Cabinet Ministers and an advisory Council, packed with wild tribal chiefs from both sides of the border, no administration was achieved; no taxes were collected and no executive orders issued. It was, perhaps, not without significance that the Ministry of Justice remained unfilled. Nevertheless, when, in November, a delegation from Sulaimani came at my instance to Baghdad, to seek for a reasonable basis for negotiation, they did no more than reiterate Shaikh Mahmud's exaggerated claims, and no head-way could therefore be made.

New aspect of the Kurdish Question.

Meanwhile, with the progress of negotiations at Lausanne, the whole aspect of the Kurdish question had undergone change. With the disappearance of the idea of an autonomous Kurdistan, the position of the Kurdish provinces in the 'Iraq had radically altered, inasmuch as there was now no prospect of the creation in Turkey of a Kurdish State to which they might subsequently transfer their allegiance. The Kemalist representatives pressed for their inclusion in the Ottoman Empire on the ground that they were non-Arab; the 'Iraq Government countered by replying with equal justice that they were non-Turk, and added thereto the cogent argument that economically and strategically these areas were too closely welded with the 'Iraq to suffer amputation. A certain proportion of the population had already sworn allegiance to King Faisal, and their reception of the Amir Zaid has offered every indication that the oath will be adhered to. It remained, therefore, to find some *modus vivendi* which should enable the Arabs and the Kurds of 'Iraq to live together in peace under the same crown with due regard to the national sentiments of either race. King Faisal's attitude was helpful. Himself too far-seeing a nationalist not to recognize and respect the sentiment in others, he was ready to extend to the Kurdish provinces within the 'Iraq a full measure of local autonomy. It was for the Kurds themselves to determine in what manner it should be exercised, and on this head no consensus of opinion had yet been formed.

Pronouncement on the part of the British and 'Iraq Governments.

The moment seemed ripe for a definite pronouncement on the part of the British and 'Iraq Governments which should curb Shaikh Mahmud's ambitions and at the same time give assurance to the moderate party that their legitimate aspirations would not be neglected. Accordingly, towards the end of December, the following declaration was communicated, with the consent of King Faisal and his Cabinet :—

“ His Britannic Majesty's Government and the Government of the 'Iraq recognize the rights of the Kurds living within the boundaries of the 'Iraq to set up a Kurdish Government within these boundaries, and hope that the different Kurdish elements will, as soon as possible, arrive at an agreement between themselves as to the form which they wish that Government should take, and the boundaries within which they wish it to extend, and will send responsible delegates to Baghdad to discuss their economic and political relations with His Britannic Majesty's Government, and the Government of the 'Iraq.”

Preparations of Shaikh Mahmud and the Kemalists for an attack on 'Iraq.

But the drama of Shaikh Mahmud's destinies was to follow its fantastic course. He had discovered means to replenish his depleted treasures by the collection of tobacco dues in Sulaimani. The merchants found themselves obliged to cut their loss and submit to the double duty thus imposed, but the Jaf refused to pay regie dues at Sulaimani, and stated their intention of exporting their tobacco direct to Khanaqin. With a lump sum of about a lakh and a half in hand, Shaikh Mahmud, who had been forced by the moderate party into an attitude somewhat more amenable, once again stiffened. He went back on his undertaking to come in person to a conference at Kirkuk, and the two delegates whom he despatched on 19th January showed a temper so impracticable that they were bidden to return to Sulaimani with the intimation that negotiations could be based only on the terms of the recent proclamation.

The situation developed rapidly. Turkish officers visited Sulaimani town at the end of January, 1923, a definite programme for the tribal attack on Kirkuk was formulated, communications were established with the Persian 'ulama of the holy towns, and the small but influential Turkish committee in Kirkuk were active in preparations for rebellion. Tribal material is dangerously inflammable, and Sir Henry Dobbs, who was acting for me during my absence in London, decided on immediate action. The estrangement of a large part of the Hamawand, Pizhder, and Jaf Beg Zadah, two of whom had been placed under arrest by Shaikh Mahmud, together with that of influential members of the Shaikhhan family gave material for countering the intrigue.

Ultimatum to Shaikh Mahmud.

Shaikh Mahmud was informed that he must come to Baghdad under guarantee of personal safety. Not only did he fail to comply, but trustworthy information indicated that his preparations for an offensive were advancing in spite of considerable local opposition. Accordingly, on 24th February, a proclamation was broadcasted by air announcing that Shaikh Mahmud had not carried out the conditions on which he had been allowed to return to Sulaimani, that his government was, therefore, suspended, and that he and the members of the Executive Council were required to present themselves in Baghdad, after handing over their duties to responsible persons who would undertake the preservation of order. Shaikh Mahmud endeavoured to gain time by hinting that he had resolved on resignation, but simultaneously despatched a small column of Levies to Chemchemal with the intention of threatening Kirkuk. He was bidden to clear out of Sulaimani town by 1st March, and the inhabitants were warned that unless he did so action would be taken. The

order was neglected and in the morning of 3rd March the Government buildings in Sulaimani were attacked by air. On the same day, a deputation headed by Shaikh Qadir, Shaikh Mahmud's brother, reached Kirkuk, and on hearing of what had occurred telegraphed to Shaikh Mahmud urging him to leave the town. This he did in the early hours of 4th March, taking with him what ready money remained in the treasury and accompanied by some 200 Levies, including those who had been sent to Chemchemical. He retired into the mountainous region of Surdash, north of Sulaimani town, and was there visited by Euz Demir, who would appear to have urged him to endeavour to recapture Sulaimani. His followers concentrated early in March in the vicinity of the town, but their activities have been checked by aerial raids. Without material assistance from outside, which at present is not likely to be forthcoming, it is improbable that Shaikh Mahmud will make any progress, and he is already believed to be arranging for a possible flight into Persian territory, where he is, however, little likely to be welcome.

Situation in Sulaimani.

The period under report closes with no definite settlement in Sulaimani. A natural tendency towards disruption among its very loosely co-ordinated Qadhas has received further impetus from the unprofitable results of union under Shaikh Mahmud. The Jaf Beg Zadah, in general hostile to the Shaikhan, have intimated a desire to be detached from the remainder of the province, and at the end of March the sheep tax was being collected from the Nomad section of the Jaf tribe through employees of the 'Iraq Government under the auspices of a British officer stationed at Kifri. It is not without significance that the deputation headed by Shaikh Qadir, though composed of men who were or had been directly under the influence of Shaikh Mahmud, were prepared, failing the resumption of direct British control, to contemplate an autonomous State, the relations of which with the 'Iraq should be settled at a conference to be composed of representatives of the 'Iraq Government, the Kurds, and of His Majesty's Government. The solution to be aimed at would be one in conformity with the pronouncement issued by the British and 'Iraq Governments in December, but as yet the Division shares, with the rest of Mosul Wilayat, the uncertainty as to its failure resulting from Turkish claims. Until that fundamental question is determined no permanent settlement is likely to take place.

Measures taken to check Kemalist Propaganda.

It remains to be added that the peril to life and property in prosperous and civilized districts, a peril revealed by the plans for invasion on the part of Shaikh Mahmud and the local Kemalist leaders, was fully appreciated by Sir Henry Dobbs

and Sir John Salmond. It was decided by them immediately before my return that Turkish bands, working on the greed of savage tribesmen, could not be permitted to endanger the safety of such towns as Kirkuk and Arbil, and measures are now in progress to check hostile propaganda and pacify such areas on the frontier as were successfully administered by the Government of Occupation.

In the north, immediate anxiety as to a Turkish offensive is suspended. The trans-border tribes have suffered from the military exactions imposed upon them and have evaded, where they have not resisted, the pressure of the Kemalists.

Position of the Assyrians.

In the northern area, the 'Iraq has the opportunity of gaining a staunch ally by generous consideration for national sentiment. The vigorous Assyrian people, reduced and wasted by their sufferings during the war, have reoccupied their mountain villages, in the full belief that the British Government will find some means of saving them from the annihilation which they are convinced would result from their reinclusion in the Turkish empire. In defending their lives and homes they form a bulwark to the 'Iraq; it is for Arab statesmen to succeed, where the Turks never succeeded, in welding on a basis of common interests diverse creeds and races into a loyal and united kingdom.

3. DEVELOPMENT OF OIL RESOURCES.

An important question which remains for decision is that connected with the position of the Anglo-Persian Oil Company in what are known as the Transferred Territories, i.e., the areas formerly included in Persia which were transferred to the Ottoman Empire by the Boundary Commission of 1914. In the original concession obtained from the Persian Government by the D'Arcy Exploration Company these territories were included, and in June I suggested to the Council of State that the 'Iraq Government should recognize in principle the position of the Company in the said Transferred Territories on the basis of the D'Arcy Concession and that both parties should thereupon enter into negotiations with a view to arriving at a working arrangement.

A Committee of Ministers was formed in July, 1922, to study the question, and they drew up a report, the main purport of which was that, as the finding of the Turco-Persian Boundary Commission had never in fact been ratified, it was open to the 'Iraq Government to consider the grant of a Concession in the so-called Transferred Territories independently of the existence of the main Persian Concession, and, further, that the conclusion of an entirely separate agreement would have many practical advantages to the 'Iraq State. The report was accompanied by a draft Concession, the main features of which were

(a) a decision to treat the Diyala Refinery as outside the scope of the Concession proper, though the expediency of granting facilities in respect of it was recognized; (b) insistence on the right of the 'Iraq Government to have a voice in the fixation of the price of oil, etc., produced under the Concession; and (c) the raising of the royalty from 16 per cent. (the rate fixed in the Persian Concession) to 20 per cent. on the ground that in Persia the Company had to buy protection at the hands of the Bakhtiari Khans at the price of a further percentage, while in 'Iraq the Government would afford the necessary security.

The Council of State adopted the report, and resolved to forward it to the High Commissioner for transmission to the Secretary of State, with the request that an agreement on the lines indicated might be prepared at home between the Colonial Office and the Company. The result of the consequent discussions in London has been communicated to the High Commissioner within the last few days, and it is hoped that a settlement of the question will shortly be in sight.

The question of the Concession acquired by the Turkish Petroleum Company from the Ottoman Government before the war, for the exploitation of the oil-bearing regions in the Mosul and Baghdad vilayets, is also likely in the near future to come up for the consideration of the 'Iraq Government. In this connection, during the course of negotiations at Lausanne, a claim was put forward by the Sultan's heirs on the ground that Qaiyarah formed part of the Imperial estates, or Sanniyah, but, as by the Turkish Constitution of 1908 these properties were transferred to the State, this pretension aroused in the 'Iraq little but derision.

The wells at Qaiyarah have been worked to a limited extent by the British Military Authorities, solely as a work of military urgency, for the purpose of supplying fuel for military transport. When, on 1st April, 1923, the 'Iraq Government temporarily took over the railways at the request of His Majesty's Government, full liberty to work the wells was one of the conditions contemplated by the Council of State. Pending the settlement of peace with Turkey, this question, like so many others, hangs in suspense.

4. RELATIONS WITH SYRIA.

Protection of Trade Routes.

The measures inaugurated by the Syrian Government in the latter part of 1921 and continued throughout the following year, to extend and consolidate its authority in the Dair al Zor neighbourhood, facilitated the reopening of the caravan routes between 'Iraq and Syria and the revival, to some extent, of the trade between the two countries which had virtually ceased during the

war. It was apparent that effective measures to this end could only be carried out by co-operation between the Governments of 'Iraq and Syria, and I had already, with the approval of His Majesty's Government, addressed His Excellency, the High Commissioner for Syria, in September, 1921, on the subject. One of the chief hindrances to the reopening of the trade routes has been the levy of exorbitant tolls by the Beduin shaikhs whose areas are traversed by the routes in question. The right of the Beduin to levy tolls on passing caravans is based on a custom which has existed from time immemorial. During and immediately subsequent to the war, however, when Government control over the Beduin was practically non-existent, there was no check on the scale of tolls thus levied, and the extortions of the shaikhs resulted in a general paralysis of trade. I therefore proposed to His Excellency the High Commissioner for Syria that concerted measures should be taken on either side of the frontier to control the levy of tolls by the Beduin, and suggested that a scale should be drawn up and enforced by controlling at the source the food supplies on which the Beduin were dependent, or by establishing a system of desert patrols. His Excellency, in a most friendly reply, entirely agreed in principle as to the necessity of concerted action; he doubted, however, whether it would be practicable to enforce a scale of tolls and considered that the most likely solution of the problem lay in my suggestion that a system of patrols should be established in the desert. In reply to a further letter from myself, His Excellency suggested that he should send an officer to Mosul to discuss the question with the authorities there. In the meantime the Divisional Adviser, Mosul, had initiated a friendly correspondence on the same subject with the Chief of the French Mission at Dair al Zor, in the course of which the latter suggested that caravans travelling by the road between Mosul and Dair al Zor should be accompanied by 'Iraq and Syrian escorts which should hand over charge of the caravans to each other at a point and on dates previously agreed upon. At the end of July, 1922, the French Political Officer, Captain Coux, visited Mosul, and, as a result of a conference between him, the Acting Divisional Adviser, and the Mutasarrif, an agreement was drawn up as follows: In order to suppress as far as possible the practice of toll-collecting by the Beduin, and to protect travellers, each State would provide escorts twice monthly for the protection of caravans from Mosul and Dair al Zor respectively which would arrange to meet on the 5th and 20th of each month at Badi' (about 50 miles east of the Khabur). It was further agreed that neither Government should recognize the right of any shaikh to collect tolls, except in the case of Daham al Hadi of the Shammar whom the 'Iraq Government considered it temporarily inexpedient to deprive of this right. His privilege was, however, circumscribed with the understanding that it should be removed at the first convenient opportunity and this has since been done.

It was hoped that the concerted measures decided on at the conference at Mosul would have gone far towards settling the problem of desert tolls as far as the Mosul-Dair al Zor road was concerned. Unfortunately, through some misunderstanding, or for some reason which has yet to be explained, the Syrian escorts failed to put in an appearance to meet the 'Iraq caravan escorts at Badi' as arranged, and in October reports were received that extortionate tolls were still being levied by the tribes in the Syrian zone, accompanied by insult and injury to travellers, with the result that trade was seriously impeded. I accordingly made further representations to His Excellency the High Commissioner for Syria, who replied that he was under the impression that Syrian escorts were being furnished in accordance with the terms of the agreement; he was instructing his delegate at Aleppo to inquire into the matter and to see that an escort was sent to Badi' on 20th January. His Excellency also proposed a further conference to clear up the matter. A Syrian escort duly appeared at Badi' on 20th January, but the practice does not appear to have been continued. Advantage has, therefore, been taken of the forthcoming conference for the settlement of trans-frontier claims to include the question of the protection of the trade routes between 'Iraq and Syria in the agenda of the conference, and it is hoped that effective measures will subsequently be taken to ensure the protection, not only of the Mosul-Dair al Zor route, but of all the principal trade routes between 'Iraq and Syria.

On the Ramadi-'Anah-Albu Kamal-Dair al Zor route, security has greatly improved. Effective pressure has been brought to bear on the tribal chiefs to prevent the collection of tolls on the road itself, and only one case of highway robbery has been recorded in recent months. This route has consequently become more frequented by travellers between 'Iraq and Syria than the Mosul route.

Trans-Frontier Claims.

The section of the frontier in the neighbourhood of the Euphrates has, however, been continuously disturbed by raids between tribes on either side of the border, primarily due to a long-standing feud between the Dulaim and the 'Aqaidat, but also involving on occasion sections of the Shammar and 'Anizah tribes. As a result of these raids there is a considerable number of claims from the local inhabitants of this district and from merchants and travellers who have suffered from them in time past against tribes in the Syrian zone. These have been referred to me for settlement, and I have no doubt that His Excellency the High Commissioner for Syria has received many claims of a similar nature against tribes domiciled in 'Iraq.

As long ago as March, 1922, I addressed His Excellency on the subject of these raids and of the claims arising out of them, and stated it as my opinion that the most efficacious way of

dealing with the question would be to summon a conference, including representatives of the tribes as well as of the Governments of Syria and 'Iraq, to investigate such claims with a view to wiping out old scores and effecting a general settlement.

His Excellency replied accepting my suggestion in principle, and undertook to prepare detailed proposals.

At the same time the Divisional Adviser met and discussed the question of trans-frontier raids with Captain Coux, who was at that time stationed at Dair al Zor, but without a settlement of outstanding claims their united efforts could only temporarily diminish the extent of the raiding and could not prevent its continuance. Finally, in November, a recrudescence of raids and counter-raids between the Dulaim and 'Aqaidat induced me to telegraph to His Excellency the High Commissioner for Syria, through His Majesty's Consul-General, Beyrout, emphasizing the urgency of dealing with the question of trans-frontier raids and claims. His Excellency at once caused telegraphic instructions to be sent to Aleppo that all possible steps should be taken to restrain the 'Aqaidat from further raiding, and on 26th December he despatched a letter containing his proposals for the conference.

I replied agreeing to the proposals in principle and suggesting certain amendments with a view to extending the scope and composition of the conference. It has now been agreed that the conference shall be held on the following basis:—

The conference shall be composed of two representatives of each of the parties thereto, viz.:—French Government, His Britannic Majesty's Government, Syrian Government, and 'Iraq Government, making eight members in all. The members have been selected with a view to representing in particular the Aleppo and Damascus States on the one hand and the Mosul and Dulaim Liwas on the other.

Two representatives from each of the frontier tribes involved shall attend the conference in a consultative capacity.

The agenda of the conference will be as follows:—

- (a) The definition of a frontier between the 'Aqaidat and Dulaim tribes, the frontier so defined to be provisional pending the final delimitation of the boundary by the Boundary Commission provided for in Article 3 of the Franco-British Convention of December, 1920, it being understood that the *status quo* shall be maintained on the Sinjar section of the frontier (*see* next paragraph).
- (b) Discussion and recommendation of such measures as may be considered necessary to ensure the security of the principal trade routes between 'Iraq and Syria.

- (c) Settlement of the existing differences between the Dulaim and 'Aqaidat tribes with a view to arriving at a permanent state of peace between them.
- (d) Settlement as far as possible of all claims arising out of trans-frontier tribal raids.
- (e) Discussion and recommendation of measures for the prevention of trans-frontier tribal raids whether by taking guarantees from the tribal chiefs or by other means.
- (f) General examination of the claims of individual merchants or travellers against trans-frontier tribes and institution of such procedure as shall seem most appropriate for dealing with such claims.

The conference will meet at Al Qaim (on the Euphrates, some five miles S.E. of Albu Kamal) at an early date.

The Frontier Question.

With the extension of the control of the Syrian administration eastwards to the Khabur, the question of the precise location of the Syro-'Iraq frontier, hitherto one of academic interest only, is becoming a matter of practical and lively importance. The instrument by which the frontier is at present defined is the Franco-British Convention of December, 1920. Article 1 of the Convention defines the boundary between the territories under the French mandate of Syria and the British mandate of 'Iraq respectively as follows:—

“ On the east, the Tigris from Jazirat ibn 'Umar to the boundaries of the former vilayets of Diyarbakr and Mosul.

“ On the south-east and south, the aforesaid boundary of the former vilayets southwards as far as Rumailan Keui; thence a line leaving in the territory under the French mandate the entire basin of the western Khabur and passing in a straight line towards the Euphrates which it crosses at Abu Kamal, thence a straight line to Imtar to the south of Jebel Druze”

Article 2 of the Convention provides for the establishment of a Boundary Commission which would trace on the spot the boundary laid down in Article 1.

For various reasons no Boundary Commission has yet been appointed, and consequently the frontier has not been definitely delimited. Article 1 of the Convention can only have been intended to give a rough indication of the position of the frontier, as a frontier drawn in strict accordance with the definition given would involve two obvious anomalies. In the first place, it would cut through the middle of the Jabal Sinjar and thus produce an unnatural and quite unworkable division of control over the

Sinjar tribes; secondly, if the definition were literally interpreted, the frontier would pass through the centre of Abu Kamal, leaving the eastern half of the town to 'Iraq and the western half to Syria.

In practice, the definition of the frontier contained in Article 1 of the Convention has never been literally interpreted. As regards the Abu Kamal section, a frontier agreement concluded in May, 1920, with the Arab Government, then existing at Damascus, has continued to be operative for practical purposes, although theoretically superseded by the Convention. By this agreement a boundary was drawn in the riverain—and only inhabited—district between the tribes of Syria and 'Iraq, leaving the whole of Abu Kamal and a stretch of territory to the east of the town some five miles in extent to the former. Some small uncertainty as to the precise location of this boundary and the limits of the Dulaim and 'Aqaidat tribes which has recently arisen is to be discussed by the conference for the settlement of trans-frontier claims.

Further north, in the Sinjar area, where the country is desert and the boundary consequently of little importance, the position has never been clearly defined, except in so far as the 'Iraq administration has retained political control over the whole of the Sinjar tribal confederation.

This arrangement had worked satisfactorily in the past and there seemed no reason why any change should be made pending the appointment of a Boundary Commission. The extension of the Syrian administration's control to the Khabur region, however, though greatly to be welcomed from the point of view of the general security of the frontier districts, caused me some apprehension lest misunderstandings might arise between local Syrian and 'Iraq officials, owing to the indeterminate nature of this section of the frontier. On receiving reports in the course of the summer that Syrian patrols were penetrating into the territory east of the Khabur, I drew the attention of the 'Iraq Government to the danger of friction arising for the reasons above mentioned, and in particular advised the withdrawal of an 'Iraq Police Post which had been established at Khatuniyah (some 25 miles east of the Khabur). It so happened that some weeks after the withdrawal of the post I received a friendly letter from His Excellency the High Commissioner for Syria, dated 29th October, asking that the post in question might be withdrawn as it was several miles west of the frontier laid down in the Franco-British Convention. I considered that this offered a suitable opportunity of clearing up the question, and having obtained the consent of His Majesty's Government, I addressed His Excellency the High Commissioner for Syria, explaining the whole position as regards the Sinjar and Abu Kamal section of the frontier, and suggesting that we should agree to the maintenance of the *status quo* in both sectors pending the appointment

of a Boundary Commission. I further proposed that, to avoid any possibility of misunderstanding, representatives from both sides should meet and provisionally define the limits of administrative responsibility of the two Governments on the basis of the *status quo*, i.e., leaving the Jabal Sinjar to 'Iraq and Abu Kamal and its adjacent territory to Syria. As negotiations were in progress for the convening of a conference for the settlement of trans-frontier claims, I suggested that the frontier question could conveniently be discussed by the conference when it met. His Excellency has replied stating that he did not intend to raise the question of the Sinjar section of the boundary and that as he had received no instructions in the matter from his Government he must request that the conference should confine itself to defining the Dulaim-'Aqaidat boundary in the Abu Kamal neighbourhood. He has, however, accepted my suggestion that in the meantime nothing should be done which might prejudice the maintenance of the *status quo* in the Sinjar area and that a provision to this effect should be included in the boundary agreement to be drawn up by the conference.

Trade.

In January of this year, a report was received from the Qaimmaqam at 'Anah to the effect that the export of grain and timber from Syria to 'Iraq had been prohibited by the Syrian authorities. On referring the matter to the Mutasarrif of Dair al Zor, the Mutasarrif of Ramadi was informed that the embargo had been imposed by order of the High Commissioner and could not be removed without fresh instructions. I have, therefore, addressed His Excellency on the subject, pointing out that irrigation in the 'Anah district is carried out by water-wheels in the construction of which wood imported from Syria plays an important part and that the embargo if prolonged may have a serious effect on cultivation in this area and hinder the revival of trade which it is in the interests of both states to promote.

Although there has been an increase in trade during the year, it has not yet attained to anything like its pre-war proportions. The uncertainty of the political situation in the Mosul Liwa, combined with the difficulty of ensuring the security of the roads, has had a paralysing influence on commercial activity. During the past eight months the customs collected at 'Anah on the Ramadi route have averaged Rs. 1,500 per mensem. It is expected that this amount will increase during the coming year, but it is a question worthy of consideration whether it may not be advisable for the encouragement of trade to approach the Syrian authorities with a view to procuring the mutual abolition of tariffs on the Syria-'Iraq frontier.

Relations between Local Officials.

I have already alluded to the correspondence which has passed between myself and His Excellency, the High Commissioner for Syria, in connection with various questions affecting the mutual

interests of Syria and 'Iraq, and I have derived considerable encouragement from His Excellency's friendly and helpful co-operation in the discussion of these matters. I would also draw attention to the cordiality which has marked the relations between French and British officials in the frontier zones. Meetings and informal discussions between them have become increasingly frequent of late and cannot but be of the greatest value in finding satisfactory solutions of minor frontier problems as they arise. Finally, it is satisfactory to note that these friendly relations extend to the local 'Iraq and Syrian officials, who have adopted the practice of dealing with routine matters of mutual interest, such as the arrest and surrender of absconders, the recovery of stolen property, etc., by direct correspondence. I have every reason to hope that the forthcoming conference for the settlement of trans-frontier claims, apart from the other objects which it is designed to achieve, will materially assist in cementing the friendly relations already existing between local officials in the frontier districts.

5. ARMS TRAFFIC.

From Syria.

During the year the smuggling of rifles and ammunition into 'Iraq by caravans from Syria has been reduced to negligible proportions. This result may be due to the closer supervision exercised by the French authorities, while a reduction in the price paid for rifles on the Euphrates may have caused the traders in arms to turn their energies in more profitable directions. A certain recrudescence of arms smuggling from this quarter was reported in September, but recent investigations tend to show that the traffic has now virtually ceased.

From Central Arabia.

In the lower Euphrates districts the traffic in arms continued to be active throughout the summer of 1922. The prevention of this traffic has presented a problem of great difficulty; traders and purchasers are spread over a large area, and effective measures for its suppression would require a police force considerably larger than that available. All possible steps to reduce the traffic by bringing pressure to bear on the leading tribal Shaikhs whose areas are affected, have been taken with, it is hoped, some effect. The bulk of the rifles imported into this district appear to come from Najd, while some are reported to come from Syria and some from Kuwait. With regard to the last named, the Shaikh of Kuwait has continued to co-operate actively in the suppression of gun-running; he employs special agents for the purpose, and has on more than one occasion seized consignments of rifles and meted out drastic punishment to the smugglers. It appears, however, that in spite of his vigilance a certain amount of smuggling continues.

An important centre in the Suq neighbourhood for the distribution of rifles, which flourished with impunity during the year 1922, when the Government's control was weak in that area, was effectively broken up by the 'Iraq Police in January of this year.

From Persia.

It was reported in October last that small parties of tribesmen from the 'Amarah Liwa were in the habit of visiting Ahwaz and purchasing rifles, which were obtainable there in large quantities; these they smuggled to their homes across the frontier. The number of rifles imported in this way, however, is probably inconsiderable, and no further reports on the subject have been received.

In the Persian Gulf.

Rifles continue to be smuggled in small quantities from Kuwait, chiefly by sea to Dilwar and other small ports on the Persian coast, but the Shaikh of Kuwait, as has already been noted, is making every effort to suppress the traffic and is meeting with considerable success in doing so.

6. THE ASSYRIAN REFUGEES.

The winter of 1921-22 found all the Barwari Bala people back in their own homes. Part of the Upper and Lower Tiyari had also returned to their homes and remained there for the winter, but a considerable number came back to the Supna and other villages to spend the winter. The rest had remained in their settlements along the Dohuk-Amadiyah road. The remainder of the refugees had been settled on the Zakho-Dohuk-Mosul plain and on the Khazir river in the 'Aqrah district.

In the early summer, as soon as the snow had melted sufficiently, Malik Isma'il, who had been living at Mar Yako, near Dohuk, and Shino of Kora Gavan collected their followers and returned to Upper Tiyari. Malik Shemsdin (Lower Tiyari) with the Salabekka people also returned to the valley of that name east of the Zab. The Tkhuma (Malik Loka) then returned to their country east of Salabekka. Baz and Jelu were held up by the non-arrival of their rifles. As soon as these arrived Mar Sergis and Malik Mirza proceeded, with their armed men only, to reconnoitre their deserted homes.

In this object they were unsuccessful on account of the action of Situ Agha of Oramar who mobilised his followers and sent his flocks away out of range to the Gawar plain. It is possible that he only acted out of distrust and fear of aggression, but the Jelu and Baz leaders, having had instructions to make peaceful agreements with their Moslem neighbours and not to come to blows with them, decided to return. They brought back with them Noruz

Agha and Muhammad Agha with about 50 Oramaris who had quarrelled with Situ. The cause of the quarrel appears to have been over some crops they had sown on the Jelu lands and which Situ wanted to seize. Noruz thereupon offered to halve them with Mar Sergis if he would assist him against Situ. It is possible that if their leaders had shown more tact the Jelu and Baz might have come to terms with Situ.

On their return journey they reached Amadiyah when the town was being attacked by the Zibar and were largely instrumental in repelling the raid.

To enable these two tribes to return to their homes this spring, political persuasion or pressure will probably have to be brought to bear on Situ. The Jelu have little stomach for fighting being few in numbers. The majority of them retired to Russia when the Russian forces withdrew.

The following is an approximate return of Assyrians repatriated to their original homes :—

Upper Tiyari	...	...	...	131 houses.
Lower Tiyari	...	...	...	570 houses.
Tkhuma	...	...	...	101 houses.
Barwari Bala	...	...	...	212 houses.

A very large number have joined the Levies.

The bulk of the Tiyari and Tkhuma have stayed in their newly repaired villages for the winter and may now be considered settled and self-supporting. Though few in number they have cultivated practically all their available fields. In their narrow mountain valleys and gorges arable land is scarce, the fields are all built up on terraces and require careful attention. The Baz are industrious builders and artisans, and find no difficulty in getting employment. Those of them settled between Zakho and Dohuk are cultivating well. Many of the Jelu have an aptitude for urban life, and have found employment in Mosul, Baghdad, etc. The Shemsdinan, Gawar and other elements settled on the Zakho-Dohuk-Mosul plain do little work and find their surroundings uncongenial. They refused Government's offer of the Barwari Zair villages in the spring, one of the reasons being that many of these people received considerable grants. Having thus become capitalists they preferred to lend out their money to Moslems at exorbitant interest rather than invest it in plough, oxen, etc. But as most of the debtors refused to pay either interest or principal much of the money has been lost. At a rough estimate the total loss cannot be less than £2,000.

The Tiyari, on the other hand, mostly invested their money in mules.

The fall of Simko and the arrival of Saiyid Taha in 'Iraq raised the hopes of the Shemsdinan that they might be able to return home. Before the war they were practically in a state

of slavery to the Shaikhs of Neri and naturally they have no wish to return except on terms of independence. Their return is, therefore, out of the question until Rawanduz is reoccupied. It is possible that next spring they may go to the Lewin valley.

As during last year, fever was very prevalent on the plains, but the mortality was much less. Mr. Lampard, of the Near East Relief Commission, worked very hard in combating the ravages of this disease.

Assyrian Levies.

During the winter of 1921-22 recruiting was reopened and a second battalion was soon formed, as well as a pack battery, a squadron, and machine gun detachment, when recruiting was closed. In the autumn, the military authorities decided to raise another Assyrian battalion, and recruits rapidly came forward in response. There are now approximately 2,500 Christians enlisted in the Levies. Some of these, however, are Chaldeans from the Supna and other villages, and some are old Syrians (Jacobites) from the Jabal Tur district near Midyat and Mardin.

The great majority have brought their families with them, married lines having been provided for them. Their relations with the local population are very good and the local authorities have had few, if any, complaints. Most of the chiefs or their sons have received commissions, the principal being David d'Mar Shim'un the father of the Patriarch, Malik Hormuz of the Tkhuma, Ziya son of Malik Shemsdin of Lower Tiyyari, Daniel, Ya'qub and Shlimum, all sons of Malik Isma'il of Upper Tiyyari, Odishu son of Malik Nathan Baz, etc.

Police.

A number of Assyrians have also enlisted in the Police forces at Amadiyah and Dohuk.

Arms.

Rifles have been issued as under :—

Upper Tiyyari ...	...	...	...	...	358
Lower Tiyyari ...	...	...	...	...	724
Barwari Bala ...	...	...	...	...	146
Tkhuma ...	...	...	...	...	212
Jelu ...	...	...	...	...	105
Baz ...	...	...	...	...	82
Miscellaneous ...	...	...	...	...	306
Total ...					1933

Ammunition :—100 rounds per rifle was issued and an extra reserve given to chiefs like Malik Isma'il, etc.

Miscellaneous.

The Patriarchal family spent the whole year in Baibad, moving to Mosul at the beginning of winter. They find it difficult to recover their lost influence.

With the exception of the Situ incident the relations of the Assyrians with their Moslem neighbours have been very good.

7. THE 'IRAQ LEVIES.

General.

The period under review has seen the consolidation of the military organization introduced into the Force during the period September, 1921, to March, 1922.

Much had already been done, and the general organization introduced, before this period began, but the actual work of carrying the orders issued into effect and transforming irregular Levies into organized formations has been performed this year by Regimental Officers under exceptionally trying conditions.

The decision outlined in the last Report of allotting the Kurdistan Sector of the defence of the 'Iraq to the Levies is now an accomplished fact, and with the exception of one battalion at Nasiriyah, the Levies are distributed along the north-eastern frontiers from Faishkhabur on the Tigris to Khanaqin on the Diyala with their headquarters and reserves at Mosul.

For the purpose of this report the year may be divided into two parts:—

- (a) From 1st April to the 1st October under the administration of G.H.Q., and
- (b) from the 1st of October to the 31st March as a separate formation under the Royal Air Force.

The first period was to a certain extent from the point of view of the Levies an unsatisfactory one.

The complete elimination of the Arab element by compulsory discharge—although essential—somewhat dislocated unit organization, and many regrets at the departure—against their will—of valuable Arab officers and N.C.Os. were felt and expressed.

The reductions caused by the General Headquarters Establishments also compelled the Levies to discharge about 400 Assyrians, while the introduction of a proper system of accounts, and corresponding increase of office work, revealed the total inadequacy of the Indian clerks allowed for this duty.

Another difficulty was that during this period circumstances outside the scope of this report reduced the number of officers employed on Levy Duties at the G.H.Q. to so low a figure that little, if any, assistance could be rendered to units by the Headquarters Staff.

Finally, in several cases the sites of the camps were extremely malarious, and units (already considerably under strength in British personnel, owing to the failure of the supply from home), were often reduced to one British officer doing duty with between seven and nine hundred men under his command.

It says a very great deal for the keenness and energy of the British Regimental Officer that, in the face of all these difficulties and of frequent moves, a completely new organization on British Army lines was established in the force. Furthermore, by the 1st of October, the regimental and battalion systems introduced by the Inspector-General in the spring of the year were in working order in all units, and sufficient subordinate commanders had been trained among the native officers and N.C.Os. to make them so.

This period was also marked by the disappearance of the Sulaimani Levy from the force. Formed originally under a different system and with a different object from the rest of the force it had been incorporated in it during the previous year. The evacuation of Sulaimani in September made its retention impossible from a political point of view, although the final disbandment was not completed until nearly the end of the year. During this first period the 1st Regiment, 4th Battalion, and Assyrian Machine Gun Platoon were continually employed on small operations in South Kurdistan in pursuit of the murderers of British officers and of certain Kurdish rebels. The Assyrian Machine Gunners were especially thanked for their good work by the General Officer Commanding on the conclusion of the operations.

The second period has been much more satisfactory. Shelter was provided for units during the winter. Mud and plaster huts for the British personnel were built (the construction of these huts had been omitted by the previous administration), and everyone settled down to winter training with a good deal more comfort than had been anticipated.

At the opening of this period considerable anxiety was felt as to the future of the Assyrian Levies; reductions in pay and the disbandment of 400 good men in the early summer—referred to above—had been factors in contributing to their almost unanimous refusal to re-engage on the conclusion of their existing contracts.

As a result, by the spring of 1923 the Assyrian units would have ceased to exist.

However, a conference of all the Assyrian Maliks was held at Dohuk, at which the Colonel-Commandant, 'Iraq Levies, presided. More favourable terms were offered and the Maliks were invited to co-operate not only in ensuring the re-enlistment of serving soldiers, but also in raising another Assyrian battalion to replace the 4th Sulaimani battalion, the disbandment of which has already been referred to. The conference closed without a decision having been reached but it was felt that a distinctly favourable impression had been created.

However, for another month recruiting and re-enlistments hung fire until, early in December, the Patriarchal family, whose influence appears to have been much underrated in the past, threw in the whole of its weight in favour of the recruiting campaign. David d'Mar Shim'un—the father of the boy Patriarch—became an officer in the Levies, toured all units, and organized recruiting parties to go up to the Tiyari Mountains and round the Assyrian Settlements. Finally, by the end of February practically all serving Assyrians had re-enlisted and 750 recruits had been raised for a new battalion, which at the time of writing is ready to take the field.

8. THE 'IRAQ RAILWAYS.

Lines open to Traffic.

At the beginning of the financial year 1922-23 the mileage open to traffic was—

Metre Gauge :—	Miles.
Basrah-Baghdad	355·94
Ur Junction-Nasiriyah	9·12
Jabal Sanam Quarry Line	23·55
Baghdad-Tiaruq	127·28
Qaraghan-Kingerban	33·46
Baghdad-Diyala	13·25
Total Metre Gauge	562·60
Standard Gauge, 4 ft. 8½ in. :—	
Baghdad-Sharqat	185·50
Total	748·10

During the year the following changes were made :—

	Miles.
Jabal Sanam Quarry Line closed	23·55
Khanaqin Road-Tiaruq closed	27·29
Reduction on Qaraghan-Kingerban	0·55
Total	51·39

New Mileage :—

Mufraq-Hindiyah Barrage	17·25
Connection to Khanaqin city	8·63
Minor Extensions to Metre Gauge Line (B-B)	0·78
Minor Extensions to Standard Gauge Line	1·50
Total	28·16

Mean mileage open to traffic on 31st March,

1923	724·87
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In addition to the above the line from Kut to Diyala, length 91 miles, which was not open to traffic on 1st April, 1922, was dismantled during the year.

The Musaiyib-Hindiyah Barrage Line was constructed primarily to meet an urgent demand for transport of materials required for the repairs to the Barrage, but it also serves the town of Musaiyib and taps the river traffic converging on the river at the Barrage.

The connection to Khanaqin city became absolutely necessary when the condition of the section, Khanaqin Road to Tiaruq, became too dangerous for use as a public traffic line.

That section was constructed of very old materials, weak bridge spans, and on grades that were uneconomical; moreover, it was hastily constructed to meet urgent military requirements.

The closing of this section without providing connection with the city of Khanaqin and the old trade route to Persia would have left the terminus in a roadless swamp in the winter—and in an almost equally inaccessible plain in the summer, and would have entailed heavy expenditure for Police, Customs and Medical Departments, and, moreover, the inconvenience and extra cost to the merchants would have caused the diversion of almost all the traffic to the highway between Baghdad and Khanaqin.

Budget for 1922-23.

The Revenue Budget estimate of earnings and expenditure for 1922-23 marked a great reduction from that of the previous years which were:—

1920-21 earnings	Rs.2,98,38,000,	expenditure	Rs.2,98,19,864
1921-22	„ 2,50,41,838,	„	2,79,16,461
1922-23	„ 1,76,75,000,	„	1,87,14,248

Economies.

A very determined effort was made to make the earnings meet the expenditure. The estimates of the earnings, however, proved to be too high, the slump in trade continued, and the early months of the year proved that these estimates were too great and that the proposed train mileage was in excess of requirements for the traffic offering. Changes in conditions and in cost of living aided the revision of the estimates of expenditure. Labour previously employed by army departments became available and permitted of some substitution of imported labour by local labour. The fall in prices of imported stores also assisted. Under new conditions a reorganization of the working became possible and a centralization of departments was made, resulting in considerable reductions of expenditure. The fall in food prices and the improved supplies permitted of the rationing department being eliminated altogether. The reduction in

numbers of imported staff made it possible to have the recruiting centre moved from Karachi to Bombay and, combined with the work done there by the Agent for the 'Iraq Government, this has proved to be satisfactory and economical.

The cost of oil fuel, which is the largest single item of expenditure, after much representation was reduced from 60s. per ton at 'Abadan, first to 45s. from 1st September, 1922, and to 40s. per ton from 1st February, 1923. The benefit of the latter reduction will not appear in the present year's accounts as the stocks of oil in hand were sufficient to meet requirements for February and March.

Staff.

In the course of the year considerable reductions were made in the numbers of the staff employed.

The number and classes were :—

At April, 1922. British, 503; Indian, 4,312; local, 5,688.
Total, 10,503.

At March, 1923. British, 362; Indian, 1,874; local, 5,497.
Total, 7,733.

A revised Budget of earnings and expenditure for the Metre Gauge was framed on the basis of experience and reductions made. This was : earnings Rs.108,00,000, expenditure Rs.108,00,000; and for the Standard Gauge : earnings Rs.20,50,000, expenditure Rs.24,00,000.

Development of Traffic.

The great changes made by reduction of army requirements completely altered the trade conditions of the country, and whereas formerly it had been impossible to meet demands for transport of public goods, it now became necessary to canvas for and adjust rates to attract traffic to the railways.

The age-old transport of the country, i.e., camel, donkey, and river, once more became available and appeared in competition on routes now served by the railways. The rates charged for such transport had soared during the period of great demand by the army, and it was some time before these rates conflicted with those charged by the railways. As this competition became more marked the necessity for steps to be taken to ensure traffic for the railways became urgent.

Tariffs and Rates.

The system of goods rates in force at the beginning of the year was that which was in force when the railways were transferred from the military and became a commercial concern, but there had been frequent amendments, extensions, and concessions, and a complete revision to meet altered and altering conditions became necessary.

A new tariff was prepared and put into force from 1st June. This tariff has proved successful as far as basic rates are concerned, but considerable alterations became necessary, and a reprint embodying the alterations will have to be made shortly.

The development of the export of grain from the areas served by the railways was given close attention; by making rates for the transport of this very important commodity as low as possible, a very large traffic was secured to the mutual benefit of the railways and the cultivator.

The railway is comprised of three sections :—

1. Basrah-Baghdad Section, including Musaiyib Branch.
2. Baghdad-Khanaqin Section, including Kingerban and Hinaidi-Diyala Branches.
3. Baghdad-Sharqat Section.

The conditions on these sections vary.

On the Basrah-Baghdad Section there is a large traffic in oils from the A.P.O.C. depot at Muftiyah, in the Makinah area. The fuel oil requirements for railways, army and brickfields; the kerosene oil for cultivators' pump engines and for lighting; the petrol for the Air Force and the requirements for nearly the whole country are carried from Muftiyah by railways.

The imported stores for the Air Force and Army, as well as public goods, are made over to the railways at the Port of Basrah.

The passenger traffic is catered for on this section by a good service of fast passenger trains, and the pilgrim traffic from India and the country generally to the holy places of 'Iraq is specially cared for.

This section of the railway passes through the best cultivated areas of the country and carries the produce to Basrah for export. This traffic received special attention during the year under review, and export of grain, which began in August, has reached a large tonnage and still continues.

The opening of the branch line to Musaiyib and the Hindiyah Barrage has amply justified itself and enabled large quantities of stores required for the repairs of the Hindiyah Barrage to be delivered by rail at site; it also permitted a very considerable amount of river-borne traffic to be tapped at the Barrage and carried by rail to Baghdad and Basrah.

A very large traffic in "juss," the mortar of this country, is also carried from this section to Baghdad.

The Musaiyib branch of this section forms the first link in the connection by rail to Karbala which, when completed, will add greatly to the earnings of the railway and will be of immense value to the enormous pilgrim traffic, which has to make the journey now under most trying and difficult conditions.

The Baghdad-Khanaqin Section.

This line carries the goods from the distributing centre in Baghdad to the frontiers of Persia and Kurdistan. Practically all goods entering Persia and Kurdistan from 'Iraq now pass through Baghdad, and the railway is by far the greatest agency for carrying this traffic to the frontiers. The imports from these countries, consisting of valuable commodities such as carpets, nuts, gums and tobacco, are catered for. The railway passes through the areas which produce the excellent fruit supplies for Baghdad and Basrah, and special trains are run for this traffic. Much of the road-making and building material and also of the wood fuel is brought to Baghdad by this line.

The carriage of pilgrims from the Persian frontier is a very important part of the services rendered on this section.

Baghdad-Sharqat. Standard Gauge.

This line for the most part passes through desert country but is a very important link in the route from Baghdad to Mosul. The distance between these two cities is approximately 250 miles and of this the railway covers 189 miles. The original German-built line, the section Baghdad to Samarra, is 76 miles in length and serves a very considerable pilgrim traffic.

A bi-weekly service between Baghdad and Sharqat is sufficient to meet the ordinary requirements of the army and public traffic.

A very considerable traffic in grain for export grown in the Mosul and Arbil districts has recently been developed between Sharqat and Basrah. This line, if continued to Mosul, would pass through very difficult country from a railway construction point of view; the region is also unbroken desert.

For the development of the country the present line is on the wrong side of the Tigris, but if it were relaid from Kingerban through Kirkuk and Arbil to Mosul, it would pass through well watered country which yields immense crops of grain and good building material; it would also develop a large traffic in passengers and in goods of all kinds between Mosul and Baghdad and the intervening districts, and foster the export of grain.

The development of the export of grain is the important feature of the year's working. A large portion of the exported grain was grown in the Euphrates valley, but a considerable quantity was exported from Ba'quba district, and a further quantity was brought by camels from Mosul and Arbil districts to Sharqat and thence by rail to Baghdad, where it was transhipped into metre-gauge wagons and taken to Ma'qil Port. The export of grain did not begin until July, and in the nine months ending 31st March the tonnage handled by rail was 91,549 tons, and of this quantity 68,153 tons were delivered at

Ma'qil for export. Last year's crop was exceedingly good and although a great quantity has been exported there remains still a large proportion of the crop; competent authorities state that the export of last year's crop will continue until the new crop is ready for the market.

It is a noticeable feature that cultivation is being extended rapidly on both sides of the railway line in the Euphrates valley, and the crops now rapidly ripening give promise of yielding excellent produce.

Cotton.

The cultivation of cotton has up to date yielded very little traffic, but there are indications that a rapid development is about to take place. Railways have given every facility possible for the development of the cotton growing industry by cheap freights for cotton seed and by issuing free passes to approved persons to enable them to visit and see the working of the ginnery at Baghdad owned and worked by the British Cotton Growing Association. It will be some years before any very large exportation of cotton from 'Iraq will be possible, but when that traffic does develop the railway which traverses and serves the cotton growing areas will assist the export greatly, and will reap the advantage of favourable situation which the railways occupy.

The working results of the year show a great improvement over any previous year, and go far to prove that the future of the railways in 'Iraq is a bright one. Very much better results can be obtained by judicious capital expenditure, both for improvements which would permit of considerable economies and for development of areas by extension of the railways which would very greatly increase the returns of the main lines and would yield a handsome profit on the extension schemes.

The anticipated total revenue for the Metre Gauge Commercial System is:—

				Rs.
Expenditure for 1922-23	...	...	...	110,12,000
Earnings for 1922-23	...	...	...	113,62,000
Excess of earnings over expenditure				Rs.3,50,000
and for the Standard Gauge System—				
				Rs.
Expenditure for 1922-23	...	...	...	20,72,000
Earnings for 1922-23	...	...	...	20,45,000
Excess of expenditure over earnings				Rs.27,000
Excess of earnings over expenditure on both gauges				Rs.3,23,000

Prospects for 1923-24.

It is anticipated that there will be a considerable reduction in the amount of traffic on account of the British forces in the country, especially in the latter months of the year. The continued export of grain grown during last year is, however, a feature which will add to the traffic of the earlier months of the year. The excellent crops which are now ripening give good promise from a traffic point of view for the latter half of the year and various exporting interests are busy making arrangements for dealing with the new crop. There are signs of a revival of trade in the world at large and it is hoped that 'Iraq and Persia will share in the revival and that railways will be called upon to carry greater quantities of public goods. It is also anticipated that the branch to Karbala will be completed during this year and if this is carried out there will be increased earnings, not only from the new section, but also from the main line generally.

9. THE PROGRESS OF THE ROYAL AIR FORCE SCHEME OF CONTROL IN 'IRAQ FROM 1ST OCTOBER, 1922, TO 31ST MARCH, 1923.

The Royal Air Force took control of British Forces in 'Iraq on 1st October, 1922, when (then) Air Vice-Marshal Sir John Salmond, K.C.B., C.M.G., C.V.O., D.S.O., assumed command.

Throughout the period under review 'Iraq was faced with a serious external menace from Turkey; there were considerable concentrations at Jazirat-ibn 'Umar, while other centres had been gradually effected. This situation on the Northern Frontier had, as has been stated, its reaction on internal affairs throughout 'Iraq. It served to foment restlessness and to give moral support to intriguers and ill-disposed persons wherever their propaganda could obtain a foothold; to delay the development of a normal state of security in the country; and in general to confuse the original problem of maintaining internal control under Air Command.

As an instance, the Turkish irregulars operating south-eastwards from Rawanduz were enabled, because of the moral support which the external Turkish menace gave them, to achieve results among the turbulent Kurds of this area which never could have been achieved had it not been felt by the tribesmen that the regular forces of Turkey were behind them.

This Turkish menace, which had not been calculated for at the time when the scheme of R.A.F. Control was decided upon, necessitated the continued maintenance in 'Iraq of ground troops far beyond the scheme. Reductions in this respect were not begun during the period covered by this report.

The details of this menace and the measures taken to meet it are not for consideration in this report, but its existence and effect as a factor aggravating the various minor problems of internal lawlessness with which the Air Force Scheme was called upon to deal must be borne in mind.

In tracing the progress made during this first six months towards a normal condition of internal order and security it is convenient to consider 'Iraq proper separately from Kurdistan in 'Iraq.

The general situation in 'Iraq proper at the end of September, 1922, has been fully described in the first section of this report.

During the six months under review various minor air operations were carried out in 'Iraq proper.

Thus, in October, in the Nasiriyah area, air action became necessary in consequence of the attitude of defiance to Government adopted by a group of five Shaikhs. Offensive action was taken against the ringleader and demonstration flights made over the remaining four. As a result three of the confederates submitted to Government while the ringleader's own tribesmen, together with those of his one remaining supporter, deserted him. He remained, however, at the head of a following of some 200 malcontents and fugitives from justice, with whom he proceeded to hold up caravans on the roads and to terrorise the district.

Air action was continued against him and in a very short space he made unconditional surrender. At the same time another local Shaikh in this district thought that an opportune moment had now arrived to defy the Government. An ultimatum dropped on him from the air, however, immediately secured a satisfactory change in his views.

At the end of October, in the Diwaniyah division, in an area so intricately intersected by irrigation channels that any operations by ground troops are very slow and inconvenient, armed defiance of the police called for air action. As a result the police were enabled to effect the arrest of the offending Shaikhs.

In December certain Shaikhs of the turbulent tribes situated on the banks of the 'Adhaim River refused to come in to Government. An aerial demonstration was made and leaflets were dropped warning them to report under threat of air action. As a result the Shaikhs submitted without air action becoming necessary.

At the end of January, near Diwaniyah, a car containing the Divisional Adviser was fired on and the Adviser wounded by some brigands on the road. These brigands, it transpired later, were at the time lying in wait for a Shaikh whom, at the instigation of the Shaikh of a neighbouring tribe, they intended to murder.

The Shaikh concerned was ordered to hand them over and to come into Government for an inquiry to be made into the whole incident. He failed to do so and air action became necessary. After action had been taken police were enabled, in co-operation with aircraft, to enter his villages and deal satisfactorily with the situation.

At the end of March, in the Mandali district, inter-tribal differences promised to develop into an outbreak involving several neighbouring tribes in inter-tribal fighting. An air demonstration, however, persuaded the disputants to submit their claims to Government decision and stabilized the situation.

These were the principal occasions on which aircraft were engaged in operations in 'Iraq proper during the period now under review.

In every instance air action was only necessary on a surprisingly limited scale. Had it been necessary to exact obedience by the employment of ground troops the cost in time and money, if not also in lives, would have been immensely greater. A further consideration which is very pronounced in dealing with lawlessness, particularly amongst the Euphrates tribes, is the entire elimination, in the case of air action, of provocative effect. Past history has proved that the presence of ground troops in these districts serves as a focus for concentrating rebellious action by the tribes, while any small success on the part of the latter may magnify a minor disturbance into a serious rising. Further, the despatch of ground reinforcements to any particular spot is liable to give birth to wild rumours among the surrounding tribes to the effect that a rising is about to take place, and thus to produce an atmosphere of excitement and unrest in places which were previously tranquil. These dangers are altogether avoided by the use of air action.

In Kurdistan in 'Iraq the situation at the end of September, 1922, was far from satisfactory.

As has been described elsewhere a Turkish garrison had been holding Rawanduz for the previous two years, and from this base a campaign of propaganda had been carried on south-eastwards through Kurdistan, as far even as to Halabja. This campaign, under the able and energetic control of Euz Demir, had been backed by lavish promises of Turkish regular support, by gifts of ammunition to the tribes, and by the establishment of posts of Turkish irregular troops at the various points of tactical or tribal importance along the main routes towards Arbil and Rania.

Various small Levy columns which had from time to time been sent into Kurdistan had not succeeded in stabilizing this situation in our favour, and in September, 1922, a mixed column of Imperial and Levy Troops, which had been sent to Rania to

restore the unsatisfactory situation which had arisen there as a result of Euz Demir's activities, met with a reverse. It was with difficulty extricated, with some loss both in men and material including parts of two guns.

In consequence of this reverse it had been considered advisable to abandon our hold on Sulaimani also.

The prestige of the Turkish irregulars had been very greatly enhanced and their activities redoubled as a result of this two-fold success, and it had been possible by the middle of September for Euz Demir to establish Turkish posts at Keui Sanjaq and at one of the crossings of the Lesser Zab within 40 miles of Kirkuk.

The situation thus prevailing at the end of September called for immediate and drastic action if the whole of Kurdistan were not to pass out of the influence of Iraq altogether and to lapse into disorder which must spread rapidly to the more settled districts of Arbil and Kirkuk.

Extensive air action was accordingly taken. By 5th October the Turkish post at Keui had been forced to leave and a political officer with a police escort had been enabled to re-enter the town without firing a shot and to re-establish there a Government control which has been maintained ever since.

Throughout October the Turkish posts in Kurdistan were attacked by air wherever located and were forced to withdraw from the Rania district.

During the next four months air action, and, where tactically suitable, combined action by aircraft and small Levy detachments and tribal lashkars, was maintained against such of these Turkish irregular detachments as took up positions from which they could have a prejudicial effect upon the law and order of the districts which were under our settled and effective Government administration.

Although the weather at this time of the year is unfavourable for air action amongst the Kurdish mountains, and in spite of the fact that the R.A.F. units were being much distracted by the Turkish menace north of Mosul, air action definitely checked the further infiltration of Turkish irregular troops and the extension of the area under the direct influence of Euz Demir, and was the first actual set-back given to the Turkish activities in this region.

Shaikh Mahmud, however, who had been reinstated by us after the evacuation of Sulaimani soon began to intrigue with the Turks actively against us, and it was known early in the new year that he had formed a plan to attack Kirkuk in March. Meantime the fortunate capture by the police of Euz Demir's despatches to G.O.C. Jezirah front disclosed plans for the re-capture of Keui Sanjaq and for an attack upon Arbil and Kirkuk by Turkish forces.

A situation had arisen in Southern Kurdistan the seriousness of which was in no small measure due to the Turkish menace. If it had developed into an attack, an aggressively hostile Southern Kurdistan on the right rear flank of the troops concentrated at Mosul would have proved a serious embarrassment. It was necessary, therefore, to deal with this situation promptly and decisively.

Air action alone in such difficult country might have taken too long to achieve its object, but information as to the progress of events at Angora at this time shewed that it would be possible to use the troops at Mosul for this purpose, and still to have time, if the external menace became imminent, to bring them back to the threatened front. It was accordingly decided to clear up the whole Kurdish situation in as short a time as possible by a combined ground and air operation for the capture of Rawanduz.

The employment of ground troops on an extensive scale in Southern Kurdistan had been considered a hazardous and unsound undertaking by previous G.O.C.s, and this opinion was probably a very wise one.

However, the introduction of Air Control gave full value to the air factor and the A.O.C., with his particular knowledge of the effect of this new factor, was able to judge such an operation as suitable. The operations themselves do not properly belong to this report for they were not only carried out after the end of March, 1923, but were also largely necessitated by external influences. Their success, however, proves the soundness of the original decision to undertake them, which decision would not have been arrived at by a Commander who did not possess an intimate knowledge of the air arm and the inestimable value of ample air power.

The progress achieved during these first six months of Air Control may be summarized as follows :—

An ordinary outbreak of lawlessness or defiance of Government could be rapidly, effectively and economically dealt with by air action. An outbreak on a large scale was less likely to occur owing to the rapidity and simplicity of checking it in its incipient state by air action, while the non-committal nature and unattractive barrenness in profit to the rebel of such action undoubtedly had its damping effect. It is a fair corollary that the absence of detachments which the great mobility of air action admits and the unprofitable task of "beating the air" may prove a sure deterrent to any outbreak developing on a large scale.

The above deals only with the aspect of punitive action, but the effectiveness of air control would be only partially considered if mention was omitted of its value as a threat and as a means to close co-ordination and co-operation of administrative

effort over an immense area, etc., provided with other means of communication. An aeroplane or formation of aeroplanes either employed for the purpose or on some administrative duty can be seen in the air by a widely spread population and provides a tactful but effective reminder to many of the existence and power of Government.

Without air transport the niceties of administrative and military touch are impossible with other existing means of travel in 'Iraq, and perhaps the greatest achievement of Air Control in 'Iraq during the six months under review has been the introduction of this inestimable asset. By its means it has been possible to achieve a highly centralized yet widely understanding intelligence which is the essence of wise and economical control.

SECTION II.—THE MINISTRY OF INTERIOR.

1. INTERNAL ADMINISTRATION.

Organization.

The portfolio of Interior is at present held by Muhsin Beg al Sa'dun; the Adviser to the Minister is Mr. K. Cornwallis, C.B.E., D.S.O., who is also personal adviser to His Majesty the King and, as I shall have occasion to describe later, Chief of the Inspectorate Staff.

For administrative purposes the country is divided into Liwas (Divisions), Qadhas and Nahiyahs, presided over respectively by Mutasarrifs, Qaimmaqams and Mudirs. Mutasarrifs are appointed by the Council of Ministers, Qaimmaqams and Mudirs by the Prime Minister; in all cases the recommendation comes from the Ministry of Interior and the appointment receives His Majesty's sanction in the form of a Royal Iradah.

The 'Iraq has as yet no Civil Service constituted on a regular basis, but in March the Council of Ministers appointed a Committee to fix terms of service, grading, pay, leave, etc. The Minister of Finance, Sasun Effendi, is the President of this body and he has asked my Legal Adviser, Mr. Davidson, and other Arab and British officials to serve on it.

When during the course of 1921 native executive officials were appointed to all provincial posts, the existing British Political officers assumed automatically the position of Advisers. This system continued until, in January, the Council of Ministers passed an important ordinance known as the Administrative Inspectorate Law (Appendix 5), by which Advisers were given the title and duties of Administrative Inspectors. This measure, which had been for many months past under the careful consideration of the Minister of Interior, makes a notable step

forward in the constitution of the 'Iraq State and the definition of the functions of British officials. The Inspectors are controlled by the Chief Inspector (Adviser to Interior) and are appointed, on the proposal of the Ministry of Interior, by Royal Iradah, subject to the approval of the British Government given through the High Commissioner. The widest powers of inspection are given in all details of internal administration, revenue collection, municipalities, police and public order. It is intended that in the future the Inspectors shall be based on Baghdad whence they will tour the areas allotted to them, but the change is being introduced judiciously by degrees, so that though the Inspectors have begun their new duties they have not yet become peripatetic. In the Kurdish provinces it is clear that until the status of these districts in respect of the 'Iraq Government is determined no final decision can be reached as to the precise form of Administration which can most conveniently be adopted.

Apart from the general indication of the course of administration given in the political survey, certain local features in various Divisions call for mention. The whole line of the Tigris from Basrah to Baghdad has witnessed an unbroken course of tranquillity and progress. In Basrah the inhabitants, whether engaged in commerce or in cultivating the rich palm gardens which are the pride of the Shatt al 'Arab, find their best interest in stable and efficient government, the foundations of which are rapidly being laid. With one exception, in the Madinah Nahiyah, there has been no tribal disorder such as has called for the intervention of force. The town of Basrah, the development of which was a direct consequence of the war, has continued under an enterprising Mayor and Municipal Council to make notable advance. The Maude Memorial Hospital is nearing completion; a new bridge over the 'Ashar Creek, and a new market are among the achievements of the year, while private persons are investing their profits in the erection of commodious modern houses. A valuable piece of work is the inception of a detailed survey of all properties along the Shatt al 'Arab.

'Amarah.

The redistribution and reassessment of Government lands has been the main subject of interest during the year in the 'Amarah Division, and has occupied the attention of the people almost to the exclusion of any other. Government lands in this Division are leased for a period of years at a fixed annual rate, and existing leases were due to expire in October, 1922. The distribution of lands among the shaikhs which prevailed when the year opened had been dictated originally by considerations of military policy, the need for which no longer existed, and it was felt that when the current leases expired a fresh distribution should be made more in accordance with the principles of fairness and the requirements of the times.

The most important change proposed was the division of the large estate of the Chahalalah between Shaikhs Muhammad Al 'Araibi and Falih al Saihud. The reasons for this proposal were briefly as follows:—

- (1) Without the support of the Government, Shaikh Muhammad is not competent to manage the affairs of a big estate like the Chahalalah. It was only with that support that he secured and maintained his position as the holder of the largest tribal lands in 'Amarah.
- (2) The division of the Chahalalah would be in accordance with the general policy of Government which is to split up the very large estates.
- (3) Shaikh Falih is an outstanding personality and the leading shaikh in force of character among the Albu Muhammad. He has always been helpful and loyal to the Government; but it was not certain that his loyalty would stand indefinitely the strain imposed on him by being confined to a small muqata'ah inadequate for his position and character.
- (4) Shaikh Falih's old lands were very greatly under-assessed and it was thought impractical to leave him in them and at the same time to raise the rates to the proper figures.
- (5) The division of the Chahalalah insured a better and safer balance of power among the Albu Muhammad shaikhs than that existing.

Other changes proposed among the Albu Muhammad and Azairij shaikhs were of a minor nature, designed with a view, firstly, to the finding of houses for landless shaikhs, who in the past have been an importunate collection of malcontents, and secondly, to meeting the claims of capable townsmen to a fair share in the wheat and barley lands held at the disposal of the Government.

The two most important tribes in the 'Amarah Division are the Bani Lam and the Albu Muhammad. The proposed re-distribution of the Albu Muhammad lands involved perhaps the biggest issues, but that of the Bani Lam lands also presented certain difficulties and political aspects which had to be taken into serious consideration. The most famous of the Bani Lam shaikhs and one who makes a great appeal to the imagination of the tribe is Shaikh Ghadhban al Bunaiyan. His history is one of wars and intrigues and he had been exiled from his lands for some years; at the same time he is undoubtedly the most intelligent and capable of the Bani Lam shaikhs. It was felt that the loss of lands and money entailed by his exile had been a sufficient lesson to him and that, with tactful handling, it might be possible to turn his many virile qualities to the advantage of the Government. It was, therefore, decided that he should be given another chance, and that, when the re-distribution of

the Bani Lam lands took place, an opening should be found for his reinstatement. In order to make room for Ghadhban it was necessary to dispossess the existing shaikhs of some of their lands. It was proposed that this should be done by the removal altogether of Shaikh 'Ubairah, who is a boy of about twelve years, and by dividing the holdings of the two big Bani Lam shaikhs, Juwi and Shabib, into three equal portions, one of which was to be given to Ghadhban.

On the right bank of the Tigris the principle change proposed among the Bani Lam was the reduction in size of the muqata'ah held by Shaikh Kommandar al Fahad. This was proposed partly in order to restore the Bait Jandil lands to those hereditarily entitled to them, partly because Kommandar, like Muhammad al 'Araibi, had a bigger muqata'ah than he deserved, and partly in order to balance the loss suffered by Shaikhs Juwi and Shabib on the left bank in making way for Ghadhban. These changes involved several other small and unimportant adjustments. They were announced and carried out in November, and though considerable passive resistance was experienced, there was none of a serious nature.

As regards reassessments, an officer was deputed last year to make as careful and detailed an investigation of the value of the 'Amarah lands as time and circumstances permitted. He had only about four months in which to make his enquiries and he was very much handicapped by the absence of existing data and lack of accurate maps. He was obliged to take as his basis the reputed value of the lands during the harvest year of 1921. He examined all available sub-leases, collected information from different sources and then struck an average. To allow for the fact that much of his information was obtained from rivals of the shaikhs in power, and also to be on the safe side, he then deducted a further 15 per cent. from his results. These figures were accepted as comparatively accurate for the year 1921 and an allowance was made for the heavy fall in grain prices since that date. It should, however, be stated that the reduction made in his figures did not correspond exactly with the reduction in prices, because it was well known that, when the shaikhs were under-assessed and the price of grain was high, they were willing to make easier bargains with their cultivators than when prices began to fall. It is true that they have perforce been obliged to reduce the sums they demand for their sub-leases; but they have not reduced them in the same proportion as the fall in prices.

Very little difficulty was experienced in getting shaikhs to sign their leases at the enhanced rates, but there are indications that actual payments of these rates will be resisted strenuously by some of the shaikhs concerned. Doubtless it will be difficult in one or two cases for shaikhs to reduce suddenly the lavish and extravagant expenditure to which they have grown accustomed; but they can be made to do so and should do so in view of the economic difficulties with which Government is faced.

It was inevitable that a redistribution and reassessment of lands carried out in the necessarily hasty manner which had to be adopted in 'Amarah would lead to certain mistakes. For example, the policy of Government has hitherto been to withhold from new shaikhs any financial assistance in the form of agricultural loans. In view of this policy it was perhaps a mistake to lease lands to new shaikhs who had no private capital of their own. Some of these have been faced with very great difficulties. They have had to engage cultivators at an advanced season of the year on the cultivators' own terms; they have had to pay seed advances, incur the expenses traditional to their position and finally they have had to borrow the necessary money at exorbitant rates of interest. If the appointment of such men has had its disadvantages they have been such as would have been difficult to avoid, since the choice of new tribal shaikhs is limited by tribal sentiment to members of the shaikhly house and most of these have no money. The alternative was to leave the lands as they were, but this would have defeated one of the main political objects of the redistribution, namely, to find homes for landless shaikhs. Some few of those who have been selected for a grant of land are not showing the energy, or even the gratitude, which might have been expected of them and it is doubtful whether they will justify their selection. They are not, however, persons of any great importance and their removal in case of need would be an easy matter. It may be argued with some reason that in the case of three prominent shaikhs the enhancements of revenue have been too sudden and too severe; but their revenue was assessed on exactly the same basis as that of every other shaikh, which indicates that in the past they have enjoyed a much greater income at the expense of Government than was equitable.

The principal advantage which has been reaped is the increase in Government revenue, which, including an increase in kodah, will amount to about nine lakhs. At the same time lands have been found for seven new tribal shaikhs, and nine new muqata'ahs have been made available for townsmen. On the whole, it may be said that the redistribution and reassessment of the 'Amarah lands have been carried out as well as could be expected, that they have given satisfaction to the majority of those concerned and that the advantages gained greatly outweigh the disadvantages.

A source of contention which had long troubled the 'Amarah Liwa will shortly, it is hoped, be satisfactorily removed. The shaikhs of the Bani Lam are accustomed to send their sheep during certain periods of the year to pasture in the foothills of the Pusht-i-Kuh, within the territory of Wali. The respective rights of the shaikhs on the one hand, and the Wali on the other, have lacked definition and disputes have been of not infrequent occurrence. I therefore instructed the Divisional Adviser of 'Amarah

to visit the Wali and come to an agreement with him on behalf of the 'Iraq Government. This he did on 1st April, 1922, when it was arranged that, in return for an annual payment of £1,200 by the 'Iraq Government, the Wali would permit the Bani Lam to graze their flocks in his territory from Changulah to the Karkhah, the sum to be paid as from 1st October, 1921.

The Council of State accepted this agreement up to October, 1923, at which date it is to terminate and be replaced by another on the same lines, the terms of which will be settled with the Wali who is now in Baghdad.

The Wali holds lands in Badrah and Mandali for which he is anxious to obtain Tapu deeds, but the Council of Ministers has objected that, on grounds of general expediency, estates within the 'Iraq should not be alienated to the ruler of a neighbouring country. The matter is still under consideration, and it is expected that some satisfactory compromise will be reached.

Muntafiq.

I have dwelt sufficiently on the agitation which interrupted the course of administration in the Muntafiq Liwa. The energetic measures which were taken in the autumn have largely re-established the authority of Government, but in lawless tribal areas, where for decades the Turkish writ never ran outside the towns, the development of orderly conditions must necessarily be slow. It is for the 'Iraq Government to prove to the inhabitants that such development is also advantageous to themselves. In this Division, to attempt to set up a new administrative structure without holding out some hope of dealing with the agrarian problem is to court failure. The Ottoman Government had recognized the existence of grave and permanent causes of unrest; the Government of Occupation had introduced temporary measures of alleviation until a settlement based on accurate surveys could be carried out. Preliminary steps had already been taken, and though they were unavoidably suspended in 1920, the hope of a satisfactory settlement, for which they had contended for forty years, kept the tribes comparatively quiet during the troubles of that year. They continued to trust that the 'Iraq Government would be similarly inclined, and I called the attention of the provisional government, established under His Highness the Naqib, to the urgent importance of the question. Thereupon, a committee was appointed to prepare a report and recommendations for the Council of State. That this committee should have been composed exclusively of members of the landlord class was disquieting; that it made no attempt at an examination on the spot must, in any case, have rendered its deliberations valueless; its report justified the worst forebodings. After observing that it was the duty of the Government to protect vested rights, the committee recommended that the landlords should be given opportunity to establish their claims and that

all lands taken from them by the tribes should be returned. This decision helped last summer to foster a justifiable discontent among the tribal agrarian population who derived from it confirmation of their growing fear that the 'Iraq Government would prove to be a class government from which the rights of other classes of the population could be wrested only by force. While holding to the principle laid down by officials who have recently been in supreme charge of the Division, namely, that good citizens must be judged by their willingness to perform their duty towards the administration, the time is ripe for Arab statesmen to see that rights and duties are apportioned with justice, and I welcome the suggestion put forward for the formation of a Land Court to study and regulate the problems presented by this Division.

Dulaim.

The Dulaim Division has maintained its high standard of progress. The steady support of the two leading shaikhs; combined with their enterprize in co-operating in the development of irrigation, have alike contributed to the maintenance of peace and provided the tribes with new opportunities for abandoning nomadic life in favour of that of the cultivator. The re-creation on scientific lines of the Saqlawiyah canal system between the Euphrates and Tigris has brought back into cultivation an area which has lain for centuries barren. Already the new settlement of Dulaimiyah is growing up in what was till lately wilderness, though innumerable remains of 'Abbasid villages testify to its past fertility. The eagerness of the tribal fallahs in taking up the land, coupled with their repeated requests for further irrigation schemes, show that no lack of labour need be anticipated.

The year has seen the settlement of a long standing dispute between the neighbour towns of 'Anah and Rawah. The feud culminated in May with an attack on the Euphrates road, on the part of men of Rawah, on a convoy escorted by police and believed to be accompanied by some inhabitants of 'Anah. In September, a column of the 'Iraq Army, under the command of Nuri Pasha Sa'id, proceeded to Rawah and enforced the terms imposed by Government on the town, including the surrender of 400 rifles. Subsequently, 'Anah was similarly disarmed and outstanding disputes settled according to tribal custom. An active and energetic Qaimmaqam, well assisted by the police force, has prevented the recurrence of any further trouble.

The maintenance of public order in this Division is of especial importance owing to the fact that direct communications with Syria pass through it. With the increase of security in the Syrian zone, caravans began to use the Euphrates road and by May it was completely reopened. Its protection depends mainly on the Desert Police, a mixed tribal force under the Inspector of Police at Ramadi. It is composed almost entirely

of 'Aqail from Central Arabia who are not concerned with local rivalries or feuds. The work of the force has gained steadily in value throughout the year; it is in consequence of its efforts that the road has been kept open. The Dair-Mosul road, which crosses the deserted areas more difficult to control has been almost entirely abandoned in favour of the direct Euphrates route. The opening of a third route passing across the desert from Ramadi to Damascus, via Rutbah, one of the landing grounds of the aerial mail is under contemplation by a syndicate in Damascus, and its accomplishment seems assured.

The principal nomadic tribe on the 'Iraq side of the Syrian desert is the 'Amarat section of the 'Anizah; it is to the excellent relations maintained between them and the Royal Air Force that the safety of the aerial mail is due. In cases where aeroplanes have been forced to land in the neighbourhood of an encampment the officers report that they have been given every assistance by the Beduin, who have frequently placed a guard to watch over the stranded plane.

The Dulaim Division is an encouraging example of Arab administration. In an area so long and straggling the visits of British Inspectors are necessarily rare; civil government is entirely in native hands, and the Division having been undisturbed by irrelevant political agitations, the Arabs are proving themselves competent to conduct an administration more efficient than any which was known under the Turks.

Baghdad.

The Baghdad Liwa has undergone several changes. The reinstitution of the Liwa of Kut, in the early part of 1922, had removed from the control of Baghdad the Qadhas of Kut, Badrah and Hai, leaving the Muhafidh of Baghdad, or Lord Mayor, to superintend primarily the administration of the city, while his Deputy took charge of the Qadhas of Kadhimain and Samarra. At the same time an attempt was made to return to the Turkish system of municipal administration by the division of Baghdad into three minor municipalities, each vested with a large amount of independent control. This proved a failure and the executive authority was again centralized, in February, 1923, under an official entitled the Amin al 'Asimah, who, while President of the elected municipal Council, is appointed by Government and is directly responsible to the Ministry of Interior. The Baghdad Liwa, exclusive of the capital, was placed under a Mutasarrif.

The reorganization of the municipality has proceeded smoothly; unity of control facilitates the work of the Public Health Department, and the Amin al 'Asimah is giving close attention to the difficult problems of electric lighting and water supply.

Like Dulaim, the Baghdad Liwa has profited by the opening of new canals. The Yusufiyah system, the old Nahr Malik, work on which was begun during the war, is being further extended. The new land as it becomes available for cultivation is eagerly sought for and it is satisfactory to observe that a large proportion has been allotted in small holdings to the tribesmen.

The unruly sections of the 'Ubaid, north of Baghdad, have alone been serious offenders against public peace. Claims against them for robberies committed remained unsettled and the leaders consistently refused to report to Government when summoned. In December, 1922, the Ministry of Interior called for the assistance of a column of the 'Iraq Army and the presence of this force, supplemented by mounted police, at Samarra was sufficient to bring the tribesmen to reason. Demands were met and a fine to Government, including 40 rifles, collected.

Diyala.

This division, which is agriculturally one of the richest in the 'Iraq, has maintained good progress. Strenuous, if not wholly successful, efforts have been made to arrive at a settlement of the secular quarrels between the 'Azzah and the 'Ubaid, the latter tribe, mainly nomadic, being distributed between the Liwas of Diyala, Baghdad and Kirkuk.

Kirkuk and Arbil.

The Arbil sub-Liwa has returned to its former status as a division independent from Kirkuk. In both areas the intrigues of Shaikh Mahmud, combined with the presence of Turkish guerilla bands, have produced from time to time a slight effervescence among the outlying Kurdish tribes, but the course of administration has never been seriously affected and the position was stabilized by the operations which culminated in the reoccupation of Rawanduz.

Mosul.

Hostile propaganda has made no headway in Mosul Division, where the claims put forward by the Turkish Government have strengthened the determination of the inhabitants, tribal and urban, to remain 'Iraqi. There is a marked improvement in public order, the high road along the Tigris is free from tribal depredations and the large Christian population in the villages of the Mosul plain enjoys complete security. The new streets cut through Mosul town during and immediately after the war have been levelled and adorned with fine buildings, a public garden has been laid out, at His Majesty King Faisal's suggestion, near the municipal buildings on the river bank, and a scheme for an adequate water supply is nearing completion. The city of Mosul, once renowned for squalor, bids fair to become one of the most beautiful of Arab towns.

Here, as elsewhere in 'Iraq, it is gratifying to compare existing conditions with those which obtained under the Turkish regime. There can be no question that the standard of administration has risen, law and order are more efficiently preserved, while among the men who hold responsible posts under the 'Iraq Government there are many who exhibit true devotion and energy in fulfilling their duties, combined with an earnest desire to study and ameliorate local conditions. It is on the employment of men of this type that the success of the Civil Service in 'Iraq must depend.

2. THE 'IRAQ POLICE.

During the year drastic changes were made in the actual administration of the 'Iraq Police owing to the introduction of the new regime of 'Iraqi control with British Officers in the rôle of Inspectors and Advisers. An 'Iraqi Director-General of Police was appointed in January and, a little later, 'Iraqi Commandants of Police in all Liwas, except Basrah and Arbil. These Commandants have been given a degree of control varying with their capacity and ability, the principle followed being to hand over a gradually increasing share of the duties and responsibilities as Commandants prove fit to assume it. By the end of the year great progress towards the ideal had been made in all Liwas, except Baghdad and Mosul.

At the beginning of the year two new Camel Corps were formed in Muntafiq and Mosul Liwa. The Muntafiq Camel Corps, under Yusuf Beg Sa'dun as Commandant and a British Officer as Inspector, consisted of 200 riding camels and men and 40 baggage camels. The Mosul Camel Corps consisted of 200 camels, practically under the direct control of Shaikh 'Ajil al Yawar. The latter force is still functioning, but the former, after a brief and stormy existence, during the course of which it was raided by the Akhwan and heavy losses were sustained in men, camels and equipment, was disbanded on 15th June.

In June it became necessary, owing to financial stringency, to reduce the Police budget for 1922-23 which amounted to Rs.86,97,460. A revised budget was therefore submitted amounting to Rs.78,34,043. To effect this economy the strength of the force was reduced by 184 mounted police and 278 foot police, while ration allowance was reduced from Rs.15 to Rs.10. The cadre of Arab gazetted officers was also reduced by 16 Assistant Commandants.

In November the new Liwa of Diwaniyah was established and a separate police division was formed there with its own Commandants and Inspecting Officers. During the same month, owing to disturbances at Amadiyah, the police strength of the Mosul Liwa had to be increased by 70 foot police, the men being taken from the Basrah and Dulaim Liwas in order to avoid extra expenditure.

The passport examining post was also removed from Qizil Robat to Khanaqin and a building for the accommodation of the staff is now under construction on the frontier.

In several Liwas many new posts and police stations have been opened and good progress has been made throughout the country in the organization and training of the force.

Arms.

Considerable progress has been made in the effective arming of the police. A large number of short Lee Enfield rifles were obtained from the army, and during the year these were issued to the mounted police, the foot police being armed with the British 1914 rifle, with the smooth-bore Martini Henry for town patrol work. The issue of the Lee Enfields has enabled a large number of Mausers and other miscellaneous rifles to be called in and has added considerably to the efficiency of the police.

Gazetted Personnel.

During the current year the number of British gazetted officers is being reduced to 21.

Twenty-nine 'Iraqis were given gazetted appointments in the police during the year. Of these, one officer resigned and three were discharged as they were found to be incompetent. The strength at the end of the year was nine Commandants of Police and 27 Assistant Commandants of Police.

British Non-Gazetted Personnel.

At the end of 1922 there were 33 British non-gazetted personnel in the police, two of these being employed in the railway police and two in the traffic departments of Baghdad and Basrah. The cadre (excluding railway police and traffic) for the financial year 1922-23, was reduced to 32 from 52 the preceding year. During the year 14 men were given notice of termination of their services and five resigned. Only one man was dismissed for misconduct and it can be said that the British non-gazetted police have maintained a very high standard of discipline and have worked well throughout the year.

The strength for the present financial year has been reduced to 28, but still further reduction is under consideration. The British non-gazetted police have many duties and responsibilities, they are in charge of the training, clothing and discipline of the men, and in Baghdad, Mosul and Basrah are responsible for the proper working of the system of prevention of crime, night patrols, guards and escorts.

Inspectors.

The Training School has now completed its second year, during which six Iraqi gazetted officers and 51 Inspectors were trained and posted out to districts. At the close of the year there were two Assistant Commandants and 20 Inspectors under training.

Owing to the shortage of trained Inspectors in the country, the training course had unfortunately to be shortened in order to pass out men quickly. As time goes on it will be possible to remedy this and Inspectors will be called in periodically for a further course of training.

The selection of Inspectors has been in the hands of the Director-General of Police and there has been no lack of applicants for the few vacancies existing from time to time. Discipline has been very good. The subjects taught are law, including all acts and proclamations, standing orders, police station work and up-keep of station registers, methods of accounts, office procedure, investigation of crime, finger print system, first-aid, traffic regulation and other duties. The probationers are also put through a riding course and taught foot drill.

Central C.I.D.

The department was administered throughout the year by Major F. W. Garrard, C.I.E.

During the year, in several cases, Inspectors have been deputed to assist the local police in their investigations, but their functions have so far been limited to working under the Commandant of Police concerned. A few investigations of important cases were, however, taken up, and the department has been of special use to the districts in the tracing of criminals by means of the finger print system. This branch of the work will be referred to when dealing with the Finger Print Bureau.

The principal work of the department has been to keep the Government informed of political movements and intrigues, and in making confidential enquiries, etc., as required by His Majesty The King and the Ministries. A certain amount of external intelligence work has been done, notably in the frontier Liwas of Mosul, Arbil, Kirkuk, and Dulaim. The anxious times through which the country passed during the hot weather, owing to the activities of the extremists, threw a great deal of work upon the department, but it was successful in answering all calls made upon it.

Finger Print Bureau.

Finger print slips on record in the Bureau at the end of 1921 numbered 9,013.

New slips recorded during the year numbered 2,973.

The above includes slips received from abroad for record in the 'Iraq Bureau.

One hundred and ninety-three record slips were forwarded to bureaux abroad as under.

India	...	...	...	...	...	186
Ceylon	...	...	...	...	...	2
East Africa	...	...	...	...	...	1
Scotland Yard	...	...	...	...	...	4
						<hr/> 193

Search slips received totalled 4,255, as against 3,295 in 1921. Of the total number received, 310 were from various bureaux in India. Of the slips received, 669 were traced with previous convictions, as against 425 in the previous year. Two hundred and ten search slips of foreigners arrested in 'Iraq were forwarded to various bureaux abroad, and of these 14 were traced with previous convictions.

Certain Government departments sent the finger prints of applicants to the department before taking on subordinate establishment. This procedure during the year resulted in no less than 35 ex-convicts being excluded from Government service, where their presence would have been extremely dangerous. It should be made an invariable rule that the finger prints of all subordinate staff be forwarded to the department before appointment. With the finger print system in full operation in all police stations throughout the country this would not be a difficult undertaking and would be well worth the trouble expended.

Five persons were traced as absconders from jails. It is, however, to be regretted that it is not generally recognized how valuable the Bureau is in proving the antecedents and identity of persons who are unknown to the police. Instructions have been reissued upon this point to all districts.

The opinions of experts were called for by the district police in 19 cases as against 8 in the previous year. This number includes two civil suits in which the expert evidence was recorded and followed. This branch of the work of the department has been very favourably commented upon by the President of the Civil Courts, who expressed the hope that courts would realize the great value of the finger print system.

Passport Department.

During the year the whole passport department was placed under the Central Criminal Investigation Department. Assistant passport officers were stationed at Basrah and Khanaqin. A branch in charge of an Inspector working under the Inspecting Officer of Police, Mosul, was also established, while the Commandant of Police, Dulaim, functions as passport officer on the Syrian frontier.

Laissez-passer orders, certificates of identity, and visas were issued as under :—

	Baghdad.	Basrah.	Mosul.	Khannaqin.	Dulaim.
Laissez-passer ...	147	2	19	—	—
Certificates of identity ...	2,594	11,057	655	25,133	305
Visas ...	1,065	8,242	614	8,465	187
Total	3,806	19,301	1,288	33,598	492
	58,485				

In addition, the cases of 1,180 persons who applied for permission to enter Iraq were investigated and dealt with.

In Basrah the department dealt with 225 cases of stowaways. The Basrah branch continues to deal with local demobilization, and, during the year, 983 cases were investigated.

The total revenue to Government from the passport department during the year was Rs.2,93,205. The annual cost of the staff is Rs.72,860.

The Muhammarah passport control was introduced on 15th March, 1922, but was discontinued on 4th April, 1922. It was, however, reintroduced on 20th July, 1922, and is reported to be working satisfactorily. Nevertheless, it is said to be causing a certain amount of discontent to the riverain population and the question of a modification of the present system is under consideration.

Traffic Department.

The control of traffic in the streets has improved considerably, and there has been a marked decrease in the number of serious accidents as compared with the previous year.

The department collected in fees for the registration and licensing of vehicles a total of Rs.85,222 in Baghdad.

Railway Police.

The sanctioned strength of the force was 262 foot police, and there has been no difficulty in obtaining recruits. Discipline has been of a high order and on the whole a satisfactory standard of efficiency has been maintained in spite of the severe handicap of unsuitable quarters at various stations.

Crime shows an increase of 39 cases as compared with 1921. In Baghdad West there has been a decrease of crime since the formation of the cantonment police, only seven cases of theft being reported between 1st June and 31st December, four of which were traced and convictions obtained. Numerous cases have occurred of shortages from wagons although rivets and seals were intact. Much time has been spent by the investigating branch in endeavouring to trace the causes of these shortages. In a number of cases the result of the enquiry has proved gross carelessness on the part of the officials responsible for loading.

Tribal Armed Guards.

With effect from the 1st July, tribal armed guards were administered by the Commandant of Police, Railways. Prior to this date they came within the jurisdiction of the Mutasarrif of the Divisions through which the railway line passed. On the 31st December the strength of these guards was 218. The necessity for these guards has often been debated, a main argument being that the four men at a railway station would be powerless to deal effectively with raiders.

The strength of the guard at a railway station does not permit of patrols between stations. An exception, however, is to be found on the Sharqat section, where Shaikh 'Ali al Husain is responsible for patrolling the line between Balad and Tikrit. Apart from this exception no patrols are sent out except by special request.

Conclusion.

The total sum of cases of all kinds reported to the police numbered 13,507. Of these, 9,223 resulted in conviction, while, at the close of the year, 1,351 were under investigation or trial. The value of property stolen amounted to Rs.5,30,629, and property to the value of Rs.2,35,499 was recovered. These statistics show that distinct success has been achieved in the investigation and detection of crime. It must, however, be pointed out that there is a tendency on the part of the Courts to pass inadequate sentences and this does not simplify the work of the police. This is borne out by the fact that sentences of simple imprisonment have increased in a most remarkable manner. In 1921 there were 138 such sentences, while in 1922 there were 950. Similarly, breaches of the Arms Act have in a great many cases been dealt with too leniently.

Great progress has been made in nearly every Liwa in organization and efficiency, and better barrack and station-house accommodation is gradually being secured everywhere. The handing over of control to Arab Commandants has been in progress throughout the year, and in this direction vast strides have been made. There are now Arab Commandants in every Liwa except Basrah and Arbil, which remain under the sole direction of British officers. Arab words of command are in use and Arabic numbers have been issued. Registers are maintained in Arabic and so are accounts. Foreign personnel, Indians, Persians, etc., are being gradually eliminated, and the number of British officers, both gazetted and non-gazetted, has been substantially reduced. The number of British gazetted officers is now 21, and after two years it will be possible to make a further reduction. In this connection it must be remembered that the force has only been newly organized and has barely had time to find its footing. The Inspectors are young and only half-trained and the Arab Commandants and Assistant Commandants are

mainly men with previous army or gendarmerie experience, or with no experience at all of police work. They will require guidance for a long time to come and it is for this reason dangerous to jeopardize the efficiency of the police by reducing British officers too rapidly to the minimum ultimately required by the 'Iraq Government. This can be done when Arab officers are fully trained and British officers can divest themselves of all executive responsibility and confine themselves to inspection only.

3. THE HEALTH SERVICE.

General.

The Health Service has passed this year through a trying time. It began the year with a total sanctioned budget of Rs.37,50,000. By the month of July the financial difficulties of the 'Iraq Government became so great that it was essential to make large reductions in most departmental budgets to avoid a large deficit. An Economy Committee was appointed which met in July and August, and, after considering the work and various activities of the Health Service, recommended reductions in institutions and personnel amounting to Rs.7,50,000. A revised budget on these lines for a total of Rs.30,00,000 was thereupon prepared and was finally passed on 15th/18th November, 1922.

In the meanwhile the necessary reductions were taken in hand as follows :—

Institutions closed.

Venereal Hospital for Women, Baghdad.
Karbala Civil Hospital.
Civil Dispensary at 'Ali Gharbi ('Amarah Liwa).
Civil Dispensary at Abul Khasib (Basrah Liwa).
Dental Department, Baghdad.

Institutions reduced.

				<i>Reduction</i>	<i>Remaining.</i>
				<i>in beds.</i>	
<i>Baghdad.</i>					
New General Hospital	...	...	...	192	250
Civil Hospital for Women and Children	...	...	...	25	80
Civil Isolation Hospital	...	...	...	4	100
<i>Basrah.</i>					
Civil Hospital and Civil Nursing Home				97	180
Isolation Hospital	...	...	...	—	50
Ma'qil Dispensary	...	...	...	6	—
Fao Dispensary	...	...	...	1	—
Qurnah Civil Hospital...	...	...	...	7	5

Institutions reduced (contd.)

	<i>Reduction in beds.</i>	<i>Remaining.</i>
<i>Mosul.</i>		
Civil Hospital	20	130
<i>'Amarah.</i>		
Civil Hospital	20	10
'Ali Gharbi Dispensary	10	—
Qal'at Salih Civil Hospital	6	—
Kadhimain Civil Hospital	7	5
Arbil Civil Hospital	15	20
Diwanayah Civil Hospital	25	5
Hillah Civil Hospital	11	30
Kut Civil Hospital	5	15
Kirkuk Civil Hospital... ..	—	40
Khanaqin Civil Hospital	—	30
Nasiriyah Civil Hospital	20	40
Najaf Civil Hospital	20	10
Samarra Civil Hospital	4	5

*Posts Abolished and Personnel Dismissed or Transferred.**From 'Iraq.*

- 1 Assistant Director of Health Services.
- 1 Dental Surgeon.
- 1 Principal Matron.
- 2 Nursing Sisters.

On Leave.

- 1 Surgeon Specialist.
- 1 Civil Surgeon.
- 1 Pathologist.
- 1 Matron.
- 2 Nursing Sisters.
- 10 British Non-Gazetted Officials.

In December, 1922, it became evident that the financial position of the country would be unable to support the Health Service on reduced budget and that drastic reductions would have to be made in the service in the forthcoming financial year. A total sum of Rs.12,00,000 for Health Services was at one time suggested officially. As it was known, however, that it was not the intention of the 'Iraq Government to produce a complete disorganization of the existing Health Services, the suggestion of a 12 lakhs budget was accepted merely as an earnest of the Government's intention to effect every possible reduction in the Health Service that would enable it to retain a practical measure of utility while running on much the same lines as before. It

was quickly realized that it would be impossible to obtain a sufficient budget allotment from Government to maintain even a semblance of the existing organization, and the question of municipal maintenance of hospitals was considered. This scheme had obtained under the Turkish regime but had been lightly regarded, and a nominal provision of facilities for medical treatment was generally considered sufficient, while actual facilities were almost non-existent. It was unthinkable, therefore, to allow existing medical institutions to return to municipal control; a scheme was put forward for municipal contributions to the Health Service, against the maintenance of hospitals and dispensaries within the Liwas, and after much discussion this was finally accepted by practically all the Liwas in the country, the necessary contributions being arbitrarily fixed at sums within the financial capacity of each municipality concerned. At the same time, every possible economy was considered in existing health institutions, and a scheme of reductions was made which affected principally the hospitals in the three cities of Baghdad, Mosul and Basrah.

In Baghdad, a reduction was planned of 100 beds for general cases, and the amalgamation of the New General Hospital and the Civil Hospital for Women in the old Majadiyeh Hospital, which was expected to be evacuated by the Air Force early in April. The combined Hospital is to be staffed by the French Nuns of the Presentation of Tours, who have functioned with success since pre-war days in the Civil Hospital. The combined Hospital is to include also the Civil Nursing Home, which will be removed from the Sarai, and will also house the Chemical Examiner, the X-Rays Institute, Vaccine Institute, Anti-Rabic Institute, the laboratory of the Chief Pathologist and the principal centres of the city for Ophthalmic and Venereal work. By this combination it has been possible to effect a great saving. Economies in Basrah will be effected by a reduction in 50 beds and general economies, including the closing of the Fao Dispensary. General economies will also be effected in Mosul without reduction in beds. The question of retention of British Nursing Sisters again received attention and, with great reluctance, it was decided to reduce the total number of British Nursing Sisters in the country from 27 to 13. This effected a saving in the Health Service budget of about Rs.1,25,000, and although we must naturally expect a diminution in nursing efficiency in Baghdad and Mosul when the posts of British Nursing Sisters are abolished, at the same time the essentials of proper nursing can be obtained in those places by local personnel and the French Nuns. Although reduction and economy have been the order of the day, yet the Health Service had to face the question of expansion in the quarantine service and provision had to be made for a quarantine station at Khanaqin to cope adequately with the pilgrim traffic.

As a result of much discussion and representation of the essential Health Services that must be maintained by the 'Iraq Government, the Health Service Budget for the year 1923-24 was finally sanctioned at the sum of 18½ lakhs, of which one lakh is to be devoted to quarantine services, one lakh as a contingency against a deficit in the municipal contribution budget and the remaining 16½ lakhs for the maintenance of first class hospitals in Baghdad, Basrah and Mosul, of specialist institutions and of British doctors generally in the Health Service.

The municipal contribution budget, formed for the maintenance of all hospitals and dispensaries throughout the country, excluding those in Baghdad, Basrah and Mosul, amounts to a sum of 4½ lakhs.

The first three months of 1923 were devoted to preparations for the coming reductions, which are as follows :—

- 14 British Nurses.
- 4 British Doctors.
- 1 British Medical Storekeeper.
- Dispensaries to be closed in Fao.
- 200 Hospital beds to be reduced in Baghdad and Basrah.
- 3 Local Doctors.
- 2 Indian Doctors to revert to their permanent Service.
- 3 British Non-Gazetted Officials.
- 38 Other Indian Personnel.

The Institutions remaining on charge of the Health Service on 31st March, 1923, are given below ; of these the Civil Hospital and the Sarai Nursing Home were due to be closed by the end of April on amalgamation with the New General Hospital in a combined hospital to be known as the Royal Hospital, Baghdad.

Headquarters.

The year opened with an Inspector General, 3 Assistants and 2 Non-Gazetted Officials, and closed with an Inspector General and 1 Assistant.

A local Director of Public Health was appointed in August, 1922, in the person of Dr. Hanna Khaiyat, previously Minister of Health. The Inspector General, Lieut.-Colonel J. D. Graham, C.I.E., I.M.S., greatly to the regret of himself and the Service, had to proceed on leave to U.K. in November, 1922, on urgent private affairs, and his post was filled by Major T. J. Hallinan, R.A.M.C.

With the reductions in the British Staff, efficiency suffered, but a fair standard is still maintained.

British Doctors.

Despite the compulsory reductions during the year and the delay in issue of new terms of service, which tended to create a feeling of unrest, the British doctors have worked loyally and

well. A policy on their part of *laissez faire* would have been excusable in the circumstances, but most of them feel that when the present period of doubt and uncertainty as to the future of this country has ended, there will be a prospect of long service on satisfactory terms for the majority of those now remaining. They hope to be able to complete the task on which they are at present engaged of maintaining an adequate health service for 'Iraq, and of building up slowly an adequate service with local personnel.

British Nurses.

What has been already said about the British doctors applies equally to the British nurses, with the qualification, that, in view of the very large compulsory reductions that have been forced upon the British Nursing Service this year, those remaining have little hope for a long future in this country. In this they are probably mistaken. Local nurses do not show themselves capable of a high standard of training as nurses, and European supervision of local nurses in this country will be necessary long after local doctors have been educated up to the professional and administrative standard needed for independent charge of the Health Service. The Nursing Service is very much in the melting pot at present. In Basrah local nurses are difficult to obtain and the British nursing staff remains there practically unaltered. In Baghdad four British nurses remain in charge of the Isolation Hospital and of the Railways Hospital, while the combined hospital in Baghdad will be run by the French Nuns. This will be very much in the nature of an experiment as the standard required in this hospital, which will also include a nursing home for British officials and for better class 'Iraqis, will be a much higher one than was previously required from the Nuns in the Civil Hospital for Women and Children.

Another interesting experiment which has been forced upon the Health Service will be made in Mosul, where two British sisters have been reduced for reasons of economy. It was intended to try to run Mosul entirely on local nurses, who are better and more easily obtained there than in the rest of the country. Difficulty was at once experienced in obtaining a suitable Matron. No local Matron was forthcoming. A Syrian offered herself for the post; she had good credentials but wanted as much pay as a British nurse, and finally it was decided to retain the British Matron who has a great personal influence with the local nurses, having trained the majority of them.

Local Doctors.

The Director of Health Services, Dr. Khaiyat, is an exceptionally able man with a large pre-war experience as a Turkish official in Mosul which stands him in good stead administratively. He is popular both with the local doctors and with the British doctors, the value of whose work to the Health Service he

thoroughly appreciates. Local doctors have worked well in the first-class hospitals in Baghdad, Basrah and Mosul, under British supervision, and there are some very promising young doctors among them who will be fit later to assume responsibility. The trouble still remains, however, of obtaining suitable local doctors for duties outside the three large towns and the experience of the Health Service in that respect during the past year has not been very encouraging.

Assistant Surgeons and Sub-Assistant Surgeons.

Practically all of these are lent by the Government of India and their work generally has been very satisfactory. Of good professional attainments, reliable and hard working, they are all filling responsible posts which will be the first to be filled with Iraqis when suitable applicants become available.

Statistical.

The Institutions of the 'Iraq Health Services had 1,500 beds for the first five months of the year and 1,005 for the remaining seven months for in-patients.

During the year 16,483 in-patients were admitted, of whom 13,941 were discharged, and 1,292 died. The total number of out-patients (old and new cases) treated during the year was 575,635.

Infectious Diseases.

The following cases were notified during the year 1922 :—

Cerebro-Spinal Meningitis	...	...	...	12
Chicken Pox	...	...	...	56
Diphtheria	...	...	...	43
Influenza	...	...	...	10
Measles	...	...	...	87
Scarlet Fever	...	...	...	7
Plague	...	...	...	685
Smallpox	...	...	...	1,826
Typhus	...	...	...	48
Anthrax	...	...	...	6
Enteric Group	...	...	...	104
Leprosy	...	...	...	42
Mumps	...	...	...	229
Puerperal Fever	...	...	...	39
Tetanus	...	...	...	14
Tuberculosis (all kinds)	...	...	...	398

Though the above figures represent only a proportion (certainly not more than one-half) of the actual cases occurring in the country, being obtained principally from the larger municipalities, yet on the same standard of notification there is no doubt that many of the more serious epidemic diseases have been more prevalent in 1922 than in 1921.

Six hundred and eighty-five cases of plague were reported in 1922, as against 137 in 1921; of these cases 377 were reported from Baghdad, 251 from Basrah and 47 from Hillah. Other parts of the country were not affected. The epidemic began about the middle of March, rising to its height in the beginning of June and ceasing, in Basrah and Hillah, in the middle of July. In Baghdad it did not entirely disappear, and cases were reported throughout the year, an increase occurring in November and December. Prospects of a larger epidemic in Baghdad in 1923 were therefore serious, and at the date of compilation of this note these prospects are being fulfilled. 1,862 cases of smallpox were reported in 1922 as compared with 475 in 1921. Of these cases 1,126 were reported from Baghdad, 468 from Mosul, and 151 from Hit. Basrah escaped with only 81 cases, mostly in the beginning of the year. The disease was widespread and cases were reported from all parts of the country. Our records of the disease amongst the Kurdish districts of 'Iraq are very meagre, but although figures of reported cases from these districts are small it is known that a serious and widespread epidemic of smallpox occurred amongst them.

The serious epidemic started in the latter half of the year in the northern part of 'Iraq, particularly in Baghdad and Mosul, as many as 90 cases being reported in one week in October in Baghdad and again in December. A vigorous vaccination campaign was started in all parts of the country and the epidemic assumed mild proportions in January, 1923, though it has not yet died out in any part of the country and small local epidemics are still being reported to date. Cholera has been notable by its absence and few cases of typhus have been reported.

Special Institutions.

X-Ray Institute.

The X-Ray Institute, Baghdad, is the central X-ray institution in the country. It is also the depôt for supplies and repairs to all civil and military X-ray installations. The Institute is well equipped and does excellent work both in X-ray examinations for injuries and disease, and in treatment. The treatment of Oriental Sore by X-rays and by Ionization, and the X-ray treatment of lupus is a successful and very popular branch of the work of this Institute. The X-ray Institute at Basrah has functioned well during the year. Arrangements were made to open a branch institute at Mosul, and by the end of the year a local doctor had completed a course of X-ray training in Baghdad and the installation of the necessary apparatus was in progress at the Mosul Civil Hospital.

Chemical Examiner's Department.

The general scope of the work of this Department is (a) analytical, (b) consultant and advisory, and (c) investigation and research. The number of official samples examined in the year was 473, compared with 376 in 1921 and 313 in 1920. The total excludes examinations in connection with water chlorination, supervised by the department, and many of the samples included a number of separate specimens. The samples examined were for the Health Service, Customs and Excise, Railways, Public Works Department, Air Force and Military and other miscellaneous departments, and included several medico-legal examinations. In medico-legal questions and in the examination of foodstuffs the Chemical Examiner works in close co-operation with the Chief Pathologist.

The increase in work of this department during the year is gratifying, as showing the increasing appreciation in outside departments of the value of its work. It is trusted that this progress will continue until full advantage is taken of the facilities now afforded. The Chemical Examiner is a highly-skilled officer of wide experience in pure chemistry, trade chemistry, engineering, etc., who can undertake research in any subject. He already gives valuable advice and conducts small researches for various departments which save the Government a large amount of money, and with closer co-operation on the part of other departments his value to the State could be multiplied many times.

Vaccine Lymph Institute.

For the greater part of the year this was situated at 'Amarah, but, for reasons of economy, convenience in despatch of lymph, and for improvement in running, it was transferred in March, 1923, to Baghdad, where it was placed under the charge of the Chief Pathologist.

Fifteen thousand, seven hundred and ninety-five grammes of calf lymph were manufactured during 1922, as compared with 14,513 grammes in 1921. Lymph is made mostly during the first four months and the last three months of the year, a small quantity being prepared only during the hot weather months. Variations in the quality of lymph received in out-stations were reported during the year and alterations in the procedure of issue were made to cope with these complaints. The present procedure is for lymph to be issued in unmixed batches to out-stations. No lymph is issued which is more than six months old, all lymph over that age being automatically discarded. No complaints as to quality have been received since this procedure was adopted.

Anti-Rabies Institute.

In 1921 this was a military institution and was handed over to the Civil Health Service on 1st April, 1922, coming under the charge of the Chief Pathologist. During the twelve months

under review the Institute has given anti-rabic treatment to 146 cases, 60 of these being from the British Army or Air Force and 86 from the civil population of this country. The efficacy of the treatment has again been proved by occurrences in which more than one person has been bitten by a rabid dog, deaths from rabies occurring amongst those of the bitten who refused anti-rabic treatment, while all those who were treated with a full course escaped the disease.

Chief Pathologist Department.

This has been situated during the year in the Central Laboratory, together with the Anti-Rabies Institute and the department of the Chemical Examiner. The department has very well-equipped laboratories and its scope of work is unlimited. Good work has been carried out during the year, notably in connection with the pathological conditions arising from bilharzia. The move of the Chief Pathologist to the new combined hospital, which should take place in May, 1923, will be a great benefit to this department. The Pathologist's Department, the Anti-Rabic Institute and the Vaccine Lymph Institute will then be all together in one place, in close touch with the Chemical Examiner and in the centre of the hospital from which the majority of the material for examination is sent. Facilities for close co-operation, which will thus be obtained between the pathologist and the doctor, cannot but result in improved diagnosis and treatment in the particular case and in better opportunities for investigation and research amongst the diseases found in this country.

Civil Medical Stores.

No special change has taken place during the year in this department which continues its work of supplying medical stores and equipment to all Civil Health Institutions in 'Iraq and Kurdistan, as well as to such other Government Departments as require drugs and disinfectants, e.g., Arab Levies, Veterinary, Railways, etc.

'Iraq State Railways' Medical Service.

During the year the Railways' Medical Service remained unchanged from the conditions described in 1921, i.e., the railway was divided into two Medical Sections, one from Basrah to Diwaniyah and the other from Diwaniyah upwards to Khanaqin and Sharqat, each section being under the charge of a Medical Officer with a Chief Medical Officer, Railways, residing at Baghdad.

With a general reduction during the year of railway personnel, more particularly in Indian and British personnel, the commitments of railways were reduced and for the financial year 1923-24 the scheme of the Medical Service was revised. As a result of

this revision the post of Chief Railways' Medical Officer was abolished and railways are now divided into two Medical Sections—Railways South, comprising the whole line from Basrah to Hillah inclusive, and Railways North, comprising the whole railway system north of Hillah. These two sections are under independent charge of two Railway Medical Officers who work in co-operation where their work overlaps, and are under the administrative control of the Railways Directorate and the Health Directorate. A steady improvement has been made during the year in the accommodation and equipment of all railway hospitals and dispensaries, which are now of a satisfactory standard and are quite adequate for railway requirements.

'Iraq Levies Medical Service.

This service remained under the complete administrative control of the 'Iraq Health Service until December, 1922, when Levies Headquarters moved to Mosul. As no useful purpose was then served in the Health Service retaining a control which could not be efficiently exercised at so great a distance from the Health Directorate it was decided that the sole responsibility and control of the Levies Medical Service should be assumed by the S.M.O., Levies (an officer on deputation from the 'Iraq Health Service). This was accordingly arranged and the relation of the Health Service to Levies now remains only one of giving advice, friendly co-operation and assistance when required, to the extent only of its existing resources, without special commitments.

Liwa Medical Services.

Very valuable work is being done by the Civil Surgeons of Liwas and its appreciation by the local inhabitants is shown by steadily increasing figures of hospital attendance. This is shown in out-patient attendances and more significantly in the increased number of surgical operations done by Civil Surgeons in hospitals; operation figures may always be taken as a good index of the confidence felt by the local inhabitants in their medical officers.

Travelling Dispensary.

Civil Surgeons do a large amount of travelling in their districts, but at the same time it is impossible for some of them to tour the outlying parts of their districts as often as is desirable without neglect of the important duties ready to their hands in their established hospitals. Consequently, parts of 'Iraq are practically without any medical facilities, since they are beyond the reach of the Civil Surgeons. Partly to remedy this state of affairs a Travelling Dispensary was formed by the Health Service under a British Medical Officer to tour in turn all parts of 'Iraq which would otherwise not be visited by Health Service officials. The Travelling Dispensary was inaugurated in October, 1922, and

visited the Shamiyah area, where by various means of transport, the dispensary carried its medical benefits amongst the wildest of the tribes in that area, earning a measure of popularity which must redound to the credit of the 'Iraq Government.

At the end of February the Medical Officer of the Travelling Dispensary contracted anthrax in the course of his duties, but he fortunately recovered after about a month. This delayed our plans for sending the Travelling Dispensary on a tour through the Hammar Lake. This tour has now been begun, but owing to political unrest in the Suq al Shuyukh area it is anticipated that the itinerary will have to be changed and that the Travelling Dispensary will have to be diverted to a tour up the Hai and through the Kut Liwa.

Quarantine Services.

These have worked unchanged throughout the year. Financial stringency on the part of municipalities of Basrah and Baghdad caused a reduction in the activities of the Municipal Health Departments in those towns, but nevertheless, very satisfactory work was done. A Clayton disinfecting barge has been purchased by the Port from the Military authorities for the disinfection of ships in Basrah. The scheme for an adequate quarantine station at Khanaqin has progressed and, in spite of reductions in other activities of the Health Service budget, provision has been made and sanctioned for the construction of a suitable quarantine station this year at Khanaqin. This is urgently required now that the pilgrim traffic has resumed its normal course between Persia and the Holy Cities of 'Iraq. With the facilities for passage by railway that have now been provided from Khanaqin, it is anticipated that an increased pilgrim traffic will have to be dealt with in future years.

Ophthalmic Work.

This forms a special feature of the out-patient work of all general hospitals and dispensaries in 'Iraq. Trachoma is very prevalent varying from 60 per cent. to 80 per cent. in different localities. Two ophthalmic specialists are employed by the Health Service, one being stationed at Basrah and the other at Baghdad. These were employed whole time on their special work during the greater part of the year, but approaching economies necessitated their assistance in other branches of medicine and surgery at their hospitals. It is hoped, however, that this extra employment will not seriously interfere with their special activities. Baghdad has very satisfactory facilities for the treatment of eye diseases. Apart from the Eye Department at the General Hospitals presided over by the Ophthalmic Specialist, there are three Eye Treatment Centres in the city, situated at the Municipal Dispensaries where, under the supervision of the Ophthalmic Specialist, a very large amount of eye

treatment is carried out. During 1922 a total of 7,582 new cases and 126,960 cases in all were treated in Baghdad at the Eye Treatment Centres and at the out-patient department of the two General Hospitals. These figures speak for themselves and it is obvious that whatever reductions are forced upon the Health Service the facilities for eye treatment must be as far as possible retained.

Maternity Work and Child Welfare.

This useful branch of Health work is carried out mainly in Baghdad and Basrah, where special facilities are provided by the Municipal Health Departments. The Municipal Health Department of Baghdad has a maternity and child welfare branch consisting of a British nurse with an assistant, a local superintendent and four health visitors. These work from the Municipal Dispensaries where advice to mothers on infant welfare and attendance at difficult cases of labour is given. The training of local midwives is also carried out by this staff with a good measure of success. The activities of the Health Department at Basrah are much on the same lines, but are limited by financial restrictions, and the training of midwives cannot at present be carried out. This work will gradually extend as the local inhabitants become educated to the advantages now available and it is satisfactory to note that local appreciation of these benefits is being increasingly shown.

Health Service Institutions on 31st March, 1923.

Baghdad.

New General Hospital and Sarai Wing.
Civil Hospital for Women and Children.
Isolation Hospital.
X-Ray Institute.
Chemical Laboratory.
Pathological Institute and Pasteur Institute.
Civil Medical Stores.

Basrah.

Civil Hospital.
Civil Nursing Home.
Isolation Hospital.
'Ashar Dispensary.
Ma'qil North Dispensary.
Ma'qil South Dispensary.
Zubair Dispensary.
Fao Dispensary.
Qurnah Hospital.
Port Health Service.

Mosul.

Civil Hospital and Office.
 Zakho Dispensary.
 'Aqrah Dispensary.
 Tall 'Abar Dispensary.
 Dohuk Dispensary.

'Amarah.

Civil Hospital.
 Vaccine Lymph Institute.
 Arbil Hospital.
 Ba'qubah Dispensary.
 Balad Dispensary.
 Diwaniyah Hospital.
 Hillah Hospital.
 Kadhimain Hospital.
 Khanaqin Hospital.
 Kut Hospital.
 Kirkuk Hospital.
 Kifri Dispensary.
 Keui Dispensary.
 Mandali Dispensary.
 Musaiyib Dispensary.
 Najaf Hospital.
 Nasiriyah Hospital.
 Qal'at Salih Dispensary.
 Ramadi Dispensary.
 Samarra Hospital.
 Tiaruq Dispensary.
 Karbala Dispensary.
 Travelling Dispensary, Shamiyah.
 Hindiyah Barrage Dispensary.

4.—THE DEPARTMENT OF AGRICULTURE.

Conditions of the Season.

The winter crop of 1921-22 benefited from a good distribution of rains and a reasonably high flood. In the wheat belt of upper 'Iraq large areas which had been abandoned during the war were again brought under cultivation. The net result of these conditions was a surplus production of wheat and barley estimated at 200,000 tons. About 150,000 tons from this crop have already been exported and the balance is being withheld in anticipation of an advance in the price of wheat and barley on the world's markets. This is the first year since 1919 that cereals have been exported in bulk from 'Iraq. Appreciable progress has been made in the cultivation of cotton by the Arabs. The total area sown was 1,354 acres, of which only 1,189 acres produced a crop. As in previous years large areas under cotton suffered from shortage of water. The total yield of seed cotton

was 460,121 lb. Cotton propaganda work is mostly limited to the Yusufiyah, Saalawiyah, Diqala and Hillah areas. The industry is already well established. The British Cotton Growing Association continue to be most helpful in developing cotton cultivation in 'Iraq. They paid Rs.500 per ton for all good quality seed cotton in 1922. The suitability of climatic and soil conditions in 'Iraq to the cultivation of cotton has now been definitely proved. Such being the case, there is every prospect of a considerable extension of cotton cultivation in the near future; but the rate of progress will mainly depend on the irrigation policy and the land policy of the Government.

Agricultural Research.

The main lines of agricultural research undertaken during the year included various field experiments with cotton, wheat and barley, the analysis of soils, the investigation of various insect pests and diseases and the importation of a large number of tree seeds from various countries. Agricultural research work is of vital importance to the agricultural development of the country. The lines of research are mainly confined to those investigations which hold out the greatest prospect of good and rapid financial returns. Much valuable work has already been done, but the value of the work has in many cases been vitiated by the change in the policy of the Department of Agriculture necessitated by a reduction in its budget allotment. Though the work increases from year to year, the budget allotment gradually decreases. There is naturally a minimum beyond which it will be uneconomic, and therefore financially inadvisable, to maintain a Department of Agriculture. The whole object of the Department is defeated unless it has facilities to put into practice the results of its researches where those researches have been definitely proved to be of economic value. The only line of work where the policy has remained unchanged for the past five years is that which concerns cotton development. This work has already borne fruit and there is every indication that the country will materially benefit from it out of all proportion to the expenses incurred by the Government. The principle applies to the present work on wheat and barley, to the control of diseases and insect pests and to various other fields where the work is less advanced than in the case of cotton, but where the material results are equally assured provided there is continuity in the programme.

Cotton Experiments.

The main varietal test designed to discover the variety of cotton best suited to local conditions was continued with 16 varieties, of which six were originally selected as single plants possessing superior characters in 1918. This work has of necessity to be continued from year to year so that any deterioration in the variety originally distributed to cultivators can be

counteracted by distributing from the central farm each year a relatively pure variety of superior quality. Of the 16 varieties, 11 gave an average yield on six plots exceeding 2,000 lb. of seed cotton per acre. On the basis of prices ruling in Liverpool in December, 1922, the varieties which gave the best financial returns in this experiment were American types with a relatively short staple. When the cotton market becomes more normal and long-stapled cotton again commands its customary premium, we shall probably still find that the variety of cotton at present distributed to Arab cultivators will continue to give the best results. In an irrigation test with cotton it was found that the most favourable date for cutting off the supply of water was during the first fortnight in October. The cultivation of cotton on ridges instead of on the flat continued to give a much higher yield. Voluminous statistics have been collected both in regard to the cotton crop and cereals at the farm at Rustam, but the shortage of staff does not permit for the present of a full analysis of these data. The produce of 120 superior single plants of cotton and the contents of 150 specially selected bolls are being propagated for further study.

Agricultural Chemistry.

The soil survey for the 'Amarah special project scheme has been completed. The results of the chemical analysis indicate that large areas included in this project would have to be reclaimed before they could be expected to grow a profitable crop under irrigation. The water available for irrigation also contains an abnormally high percentage of salt during the summer months. The scheme has been temporarily abandoned. A similar survey of the Saqlawiyah irrigable area has been undertaken. The preliminary investigations seem to indicate that this newly canalised area is becoming saline at an unusually fast rate. The chemical analysis of silt carried in Tigris water in June seems to indicate that the beneficial effect of a deposit of river silt on vegetation, if ascribable to any chemical agency, must be due to the phosphate contained in the silt. This problem has a definite bearing on the irrigation policy of the Government and more especially in so far as it concerns the swamp areas of lower 'Iraq.

Agricultural Entomology.

Much of the time of the entomological staff was spent in testing the efficiency of different kind of chemicals with which to destroy locusts. The habitat of the locust in 'Iraq is largely confined to the more northerly tracts. The outbreak is an annual occurrence, but the damage done to cultivated crops varies from year to year, being dependent upon the growth of natural desert vegetation. The chemicals experimented with were found to be too expensive to be used on a comprehensive scale, but it is probable that an organised attempt to plough up those patches

of ground where eggs have been laid, to collect eggs on contract and to destroy the nymphs in specially prepared trenches will effect the destruction of most of the locust swarms. It will be impossible for the Department of Agriculture to undertake any such organised campaign unless and until funds are especially allotted for that purpose.

Effective and economic remedies have been found for the *mann* disease and *ghubbar* (or *toz*) disease of dates. Very successful demonstrations were arranged on the former disease near Baghdad and on the latter disease near Basrah. Scantiness of funds does not permit of an extended campaign being undertaken to control these important diseases of the date palm. Two very serious fruit pests were discovered for the first time in upper 'Iraq during the year. One of these is the red scale of citrus trees which has ruined many valuable orchards in California and elsewhere. It would be a great misfortune if it extended to the Diyala area. Much the same applies to the pest known as *plum ceralis* which affects apricots, plums, and other fruit. As communications improve it is not at all improbable that the affected areas will extend. No further work has been done on the *sunni* pest of wheat which destroys hundreds of tons of wheat annually in upper 'Iraq.

Arboriculture.

A large variety of trees was imported during the year. Twenty thousand seedlings were raised and 8,000 were transplanted on to the avenues at the Rustam Farm. Of the exotic varieties eucalyptus, persian lilac, shisham and various acacias are the best suited to local conditions. A plantation of $4\frac{1}{2}$ acres was planted with willows and poplar cuttings, which are making remarkable progress. The systematic cultivation of these trees for firewood and building purposes should give good financial returns. All building timber has to be imported into the country at present, and firewood is brought into Baghdad from fairly long distances.

Agricultural Botany.

In the 1921-22 winter season, 154 pure selections, and in 1922-23, 238 pure selections of wheat have been sown. Of the former, twelve have been selected for propagation on a larger scale on account of their superiority. Barley breeding work is not so advanced. One hundred and thirty-one selections have been grown in single lines for propagation and further study, while 31 of the more promising varieties have been propagated on small plots. In the bulk experiments with imported Indian wheats Punjab 15 and Punjab 11 and Cross 3 continue to give the best results. An 'Iraqi variety of wheat designated B.73 is a constantly heavy yielder on small plots. Most of the varieties of wheat and barley under experiment are either exotic types or types produced by

crossing 'Iraqi varieties with superior exotic varieties. This work on wheat and barley holds out prospects of considerable improvement being instituted in due course in the cereal exports of 'Iraq.

In an irrigation experiment with wheat it was discovered that two irrigations instead of one increased the yield by 70 per cent. Additional waterings resulted in comparatively slight increases of grain and large increases of straw. It further appears that irrigations given early in the life of the plant chiefly affect the yield of straw, whereas late irrigations mainly affect the yield of grain.

Flax Cultivation.

Further experiments were conducted on flax cultivation, which confirm previous work in that the local conditions are well suited to the cultivation of this crop. Owing to difficulties experienced in handling the crop in previous years a flax scutching machine was imported, together with a flax breaking machine with which it is proposed to handle the experimental crop of the current season.

Dates.

Dates continue to be the most valuable item of export, but 'Iraqi dates still command a very low price on the English and American markets compared with other dates. An official of the Department of Agriculture on his return to 'Iraq from England was permitted to tour the date growing zone of north Africa with a view to investigating the factors which determine the premium normally paid for north African dates. His report is in course of preparation. An experiment conducted on the date crop with various artificial manures was undertaken on behalf of a commercial house in Basrah. Results are inconclusive in so far as the first year's crop was concerned, but it is not improbable that the effect of these manures will be shown in future crops on the same trees. Much work remains to be done in the controlling of insect pests affecting dates and the date palm, and also in instituting improvement in the marketing of 'Iraqi dates. With the present budget provision this form of development cannot be undertaken.

Lift Irrigation.

About 800 irrigation engines belonging to Arabs exist on the banks of the rivers. Of these, 500 are within a radius of 30 miles of Baghdad. Owing to the high price of oil fuel compared with its pre-war price and the relatively low market value of cereals, the further development of riverain areas by means of pumping plant is practically at a standstill. Many of these pump-owners are very wisely taking to cotton cultivation.

Agricultural Machinery.

Very little work has been done in demonstrating the use of labour-saving machinery as this is a costly undertaking of doubtful economic value in the present state of the country. There is a keen demand from landowners to have their lands ploughed on contract by tractors belonging to a commercial house in Baghdad.

The Director of Agriculture, while on leave, negotiated tentatively with representatives of the Sudan Plantations Syndicate to undertake in Iraq a wide development of the irrigated lands on the lines on which large areas have latterly been developed in the Soudan.

Agricultural Education.

During the year good progress was made towards the completion of the research institute and agricultural college at the central farm at Rustam. It will not be possible to start tutorial classes at the college until finances permit of the necessary technical equipment being purchased, a tutorial staff engaged and accommodation arranged for both the pupils and the extra staff. Owing to the present shortage of accommodation the two British officials on the staff will be obliged to reside at the institute.

SECTION III.—THE MINISTRY OF FINANCE.

THE STATE FINANCES DURING 1922-23.

Budget Estimates.

The financial position at the beginning of 1922-23 cannot be accurately stated since the settlement of accounts between His Britannic Majesty's Government and Iraq as at 1st April, 1921, which formed one of the subjects of discussion at the Cairo Conference, had not been, and has not yet been, completed. The year 1921-22 showed an excess of expenditure over revenue amounting to more than 60 lakhs, which was financed by assets in the possession of the Iraq Treasury and (to an extent as yet unascertained) standing at the credit of that Government.

The estimates for 1922-23, which are given in the table on page 99, show an anticipated deficit of approximately 38 lakhs.

Actual Results.

The estimates, however, were not realized, expenditure amounting only to 485 lakhs, approximately, a difference of nearly 59 lakhs, or about 11 per cent., while revenue was only 471 lakhs, a difference of 35 lakhs, or nearly 7 per cent.

The statement on page 100 gives the actuals according to the March, 1923, preliminary accounts.

Table I.

Budget estimate for the financial year 1922-23.

				Expenditure.					Receipts.
				Rs.					Rs.
Chapter	I.	Public Debt	...	21,81,710	Chapter	I.	Taxes on Natural Produce	...	154,91,011
"	II.	Civil List	...	10,20,822	"	II.	Stamps, Fees and Registration	...	34,08,300
"	III.	Constituent Assembly	...	4,00,000	"	III.	Customs and Excise	...	220,07,500
"	IV.	Council of Ministers	...	1,33,630	"	IV.	Commercial Departments	...	48,77,294
"	V.	Ministry of Finance	...	47,81,664	"	V.	Government Institutions	...	10,22,979
"	V-A.	Department of Customs and Excise	...	33,84,212	"	VI.	Proceeds of Government Properties	...	5,63,200
"	VI.	Ministry of Interior	...	50,21,464	"	VII.	Interest Commission, etc.	...	35,000
"	VI-A.	Iraq Police	...	78,33,238	"	VIII.	Miscellaneous Receipts	...	32,32,030
"	VI-B.	Directorate of Health Services	...	30,03,500					
"	VI-C.	Department of Veterinary and Re- mounts	...	2,45,860					
"	VI-D.	Department of Agriculture	...	6,65,295					
"	VII.	Ministry of Defence	...	91,84,531					
"	VIII.	Ministry of Justice	...	16,11,125					
"	VIII-A.	Tapu Department	...	4,65,820					
"	IX.	Ministry of Education	...	19,53,908					
"	X.	Ministry of Communications and Works	...	79,61,665					
"	X-A.	Postal and Telegraph Departments...	...	52,24,590					
"	XL.	Ministry of Commerce	...	1,00,000					
				551,73,034					
Less Savings estimated to result from reductions in "Pay and Allowances" enforced during the course of the financial year but unallocated to main heads above				7,71,000					
				544,02,034					506,37,314

Table II.

Expenditure.				Receipts.			
Rs.				Rs.			
Chapter	I.	Public Debt	16,57,515	Chapter	I.	Taxes on Natural Produce ...	140,61,638
"	II.	Civil List	10,08,724	"	II.	Stamps, Fees and Registration ...	37,08,186
"	III.	Representative Assembly	—	"	III.	Customs and Excise	213,82,956
"	IV.	Council of Ministers	1,26,379	"	IV.	Commercial Departments	5,78,665
"	V.	Ministry of Finance	37,03,580	"	IV-A.	Telegraphs	19,77,929
"	V-A.	Customs and Excise	21,71,086	"	IV-B.	Posts	10,92,460
"	VI.	Ministry of Interior	43,65,640	"	V.	Government Institutions	10,99,927
"	VI-A.	Iraq Police	75,68,187	"	VI.	Proceeds of other Government Properties	8,37,891
"	VI-B.	Director of Health Services	26,99,776	"	VII.	Interest Commission, etc.	1,00,484
"	VI-C.	Veterinary and Remounts	2,23,533	"	VIII.	Miscellaneous Receipts	22,67,838
"	VI-D.	Agriculture	6,75,595				
"	VII.	Ministry of Defence	76,31,111				
"	VIII.	Ministry of Justice	14,88,833				
"	VIII-A.	Tapu Department	4,92,511				
"	IX.	Ministry of Education	19,63,171				
"	X.	Communications and Works	2,89,792				
"	X.	Public Works Department	34,67,489				
"	X.	Irrigation	35,26,422				
"	X-A.	Telegraphs	19,26,420				
"	X-A.	Posts	23,24,539				
"	XI.	Commerce	1,28,140				
			474,38,443				471,07,974

The above figures are not final, and it is known that to them will be added the following large items of expenditure :—

	<i>Rs.</i>
1. 'Iraq contribution to Kurdistan Administration for the year 1922-23.	4,00,000
2. Expenditure on account of Bar Dredger.	3,14,582
3. Adjustments in the Posts and Telegraphs accounts (approximately).	2,55,000
4. Adjustments in the Public Works and Irrigation accounts (approximately).	1,50,000
	<hr/> 11,19,682 <hr/>

It is estimated that the deficit on the year's working is about 15 lakhs. It appears that accurate estimating has not yet been attained. But the factors affecting the accuracy of the estimates of revenue were, in truth, beyond the reach of ordinary provision. Of the total decrease of 35 lakhs, more than 26 lakhs occurred in land revenue (14·29) and Posts and Telegraphs (12·28). The failure of the latter was due mainly to unforeseen reductions in the use of these services by the British Military Forces, while the continued fall in prices accounted for the reduced realizations of land revenue.

Customs and Excise realizations, always difficult to forecast, showed a falling off of 6·25 lakhs below the estimates.

It should be added that, had the Budget been presented in due time, the discrepancy between the estimates and actuals would have been much greater; under land revenue, for instance, the initial estimate was 180 lakhs. For reasons, however, which will be indicated below, the estimates were not presented to the Council until the beginning of the fourth quarter in the year; the experience of nine months thus enabled the Finance Ministry to revise some of their wilder conjectures.

Conditions of Land Revenue.

In fact, however, a state of things has not yet been reached when accurate estimating is possible, especially in the matter of land revenue. A glance at the following figures will illustrate this :—

Table III.

	1920-21.	1921-22.	1922-23.
	<i>Lakhs.</i>	<i>Lakhs.</i>	<i>Lakhs.</i>
Land revenue <i>estimates</i> ..	233·96	190·33	154·91
„ „ <i>actuals</i> ...	172·96	172·63	140·62
	<hr/>	<hr/>	<hr/>
Decrease	61·00	17·70	14·29
	<hr/>	<hr/>	<hr/>

Perhaps the Finance Ministry may flatter themselves that their accuracy in estimating is improving. On the other hand, the disturbances of 1920 (when the error was largest) may justly be regarded as a more upsetting factor than anything which occurred in the two succeeding years; and, as we have already seen, it was an accident which saved the Ministry from presenting in 1922-23 an estimate of land revenue which would have proved 40 lakhs out. Yet, on the face of it, 180 lakhs was not an unlikely figure for 1922-23 when 1921-22 had actually produced 172.63, and there was no reason to foresee deterioration. The explanation of the drop in land revenue is, no doubt, the fall, the continued and devastating fall, in prices of grain. The following table of conversion rates in the two past financial years is significant.

Table IV.

Shitwi Conversion Rates.

<i>Liwa Headquarters.</i>		<i>Wheat.</i>		<i>Barley.</i>	
		1921-22.	1922-23.	1921-22.	1922-23.
		<i>Rs. per ton.</i>		<i>Rs. per ton.</i>	
Baghdad	...	250	90	120	37
Diyala	...	320	100	120	35
Mosul	...	384	83	229	47
Hillah	...	220	80	100	40
Diwaniyah	...	220	100	100	40
Muntafiq	...	260	106	104	63
Basrah	...	400	133	200	70
'Amarah	...	280	86	147	53
Kut	...	340	114	165	55
Dulaim	...	225	100	110	50
Karbala	...	400	80	150	40
Kirkuk	...	300	62	200	31
Arbil	...	220	50	140	30

Note.—Rice which is cultivated to an important extent only in the Shamiyah area, shows almost equal depreciation in value.

The factor of inability to enforce collection must also be taken into account. This had been very marked in the two years preceding that under review, i.e., in 1920-21, and 1921-22, especially in 1920-21, the obvious cause being the dislocation and destruction caused by the disturbances. Of the demand of these two years, some 40 lakhs were outstanding in 1922-23; and the estimates of that year were affected by uncertainty as to the extent to which these arrears were susceptible of collection. As a matter of fact, a very small part was realized.

Of the demand for 1922-23, as revised after the final estimation and determination of conversion rates, 83.57 per cent. was collected during the year.

It is clear, therefore, that land revenue is a very uncertain source of income; apart from political and administrative difficulties affecting the work of collection, there are two main elements of uncertainty, viz., the variableness of out-turn and the fluctuation of prices. As, with the exception of a limited number of fixed assessments (representing not more than 20 per cent. of the whole land revenue), the demand is based on the produce converted into money rates, it is evident that accurate estimating is at present impossible; and the Finance Ministry will for long be unable to predict with any degree of certainty (within, perhaps, a 20 per cent. margin of error) of what resources they will be able to dispose during any given year.

Customs and Excise.

Customs revenue at present furnishes the largest contribution to the income of the State, but this has not always been the case, and this source of revenue is not less uncertain and fluctuating than that derived from the land. Like the latter, it is mainly on an *ad valorem* basis, and has, therefore, been much affected by the fall in the world prices during the last two years. It is also influenced by the state of the Persian market, which has recently been unstable, and by the competition of other routes to that important destination.

The following table gives the total value of imported goods during the year under review and the two preceding years, and the total revenue from customs duties realised during the same period.

Table V.

	<i>Calendar year.</i>		
	1920.	1921.	1922.
*Value of Imports (in lakhs of rupees)	2,327	2,056	1,673
	<i>Financial year.</i>		
	1920-21.	1921-22.	1922-23.
Customs revenue (in lakhs of rupees)	+271	194	165

The trade with Persia produces a revenue from transit dues worth about 10 lakhs annually. During the financial year 1922-23 the actual revenue from this source was 8.50 lakhs.

In addition there is the incalculable, but not inconsiderable, revenue from goods not declared in transit, but paying full import and export duties. The Persian market is, therefore, one of considerable direct value to Iraq, and of perhaps still greater indirect value in the return it yields to the various transport agencies, private and public, and to the middleman in Basrah and Baghdad. The wealth enjoyed by the latter in consequence of this trade does not yet bear its fair share of the burdens of the State.

* Customs trade statistics have hitherto been maintained for the calendar year. In future, they will relate to the financial year.

† Includes transit suspense receipts (approximately 50 lakhs). Such receipts have been treated as deposits in subsequent years.

The revenue from excise duties is shown in the following table :—

Table VI.

1920-21	...	...	No figure available.
1921-22	...	...	37.36 lakhs.
1922-23	...	...	36.60 lakhs.

The cost of collection of customs and excise revenue during 1922-23 was about 6 per cent. of the gross realizations.

Public Expenditure.

The salient feature of the year under review in relation to public expenditure was the formation of an Economies Committee. Its business was to examine the Government's expenditure and revenue, and to make such recommendations for the reduction of expenditure and increase of revenue as would enable the State to balance its budget. It took up its labours at the point which had been reached by departmental economies, and it was expected to consider also the advisability of changes in policy to achieve the desired end.

The economies recommended by the Committee fall under two heads (i) changes affecting the general conditions of service, and (ii) reduction or abolition of items of expenditure in departmental budgets.

The first class included the following :—

(a) A general graduated reduction in the salaries of local pensionable officials.

(b) A reduction in the pay of non-commissioned ranks in the Army and Police (which are non-pensionable). This had been initiated some months earlier.

(c) Reduced employment of foreign officials. This recommendation took the form of a suggestion that the numbers rather than the emoluments of foreign officials should be reduced, but, as the Committee did not make specific proposals in this respect, it is not possible to assess the financial effect of this recommendation. Considerable reductions in number have, however, taken place, amounting, perhaps, to 20 per cent. of the cadre as it existed at the beginning of the financial year 1922-23.

(d) A reduction in ration allowances. A considerable cut had been made by the Ministry of Finance in the previous April, but the Committee found room for still further reduction.

(e) A curtailment in departmental motor transport. The few remaining touring cars maintained by Departments were now withdrawn.

(f) Slight reduction in transport allowances granted to officials.

The approximate financial effect of the above reforms is indicated in the following statement. It should be noted that most of the reforms were in fact put into operation before the Committee's recommendations were brought before the Council, and in the case of 1 (b) (ii) and 2 the figures include the result of savings effected before the Committee's reported appeared :—

	<i>Estimated saving during the year 1922-23. Rs.</i>	<i>Estimated saving for a full year. Rs.</i>
(1) Reduction in pay of :—		
(a) Local pensionable officials ...	3,50,000	7,00,000
(b) Non-pensionable officials :—		
(i) Rank and File of Army ...	1,40,000	2,56,728
(ii) Police	2,75,000	3,71,640
(2) Reduction in or abolition of ration allowances	4,96,590	7,67,880
(3) Mechanical transport :—		
(i) Government touring cars...	32,000	48,000
(ii) House to office allowances	—	9,000
(4) Telephones	2,000	2,000
(5) Concession of free issue of school books and stationery to scholars attending Govern- ment schools	20,000	60,000
Total	13,15,590	22,15,248

The second class of the Committee's recommendations referred to detailed reductions which need not be enumerated in full. The approximate financial effect was a total saving calculated at a little more than 36 lakhs in the current year, and about 44·50 lakhs in a full year.

Apart from the general economies introduced into the administration, an attempt was made in the latter part of the year to check the growth in military expenditure, which appeared to the Colonial Office to be increasing somewhat more rapidly than the resources of the country, burdened as they were by a heavy overdraft from the preceding year, were able to support. A committee, presided over by the Air Officer Commanding, examined the Iraq Army and Police budgets, and recommended a reduction to approximately 66 and 59 lakhs respectively, the provision in the budget being then 80 and 67 lakhs.

Administration.

The financial year opened in the middle of a Cabinet crisis, which left the Ministry without a Minister until the middle of April. The Adviser was absent on leave from April to November. Another Cabinet crisis occurred in the late summer, which again

caused a vacancy in the post of Minister for two months, after which the Minister (Sasun Effendi) was for some time incapacitated by illness.

These incidents, coupled with protracted efforts of the Ministry to cover, or at any rate largely reduce, the deficit in the finances, delayed the presentation of the budget estimates to the Council of Ministers until January, 1923.

There were also considerable difficulties in connection with land revenue administration, which had been transferred from the Ministry of the Interior to that of Finance in the second half of the preceding financial year.

The joint responsibility of the district authorities to the two Ministries led to misunderstanding and consequent lack of efficiency. The solution of the problem has not yet been found.

Accounts and Audit.

The task of changing the accounting system in the liwas to conform to the new budgetary classifications and system of revenue administration, and converting the accounts into Arabic, was successfully accomplished during the year. This was a very creditable performance on the part of the Accountant General and his staff. The Accounts Section of the Department was also reorganized, and its strength considerably reduced. The reduction was ostensibly as great as 50 per cent., but a section of the former establishment was retained for the purpose of clearing up the accounts of the former Civil Administration with India and His Britannic Majesty's Government to the end of March, 1921. This special work is not yet entirely finished.

Another important reform introduced during the year was the formation of a staff of Inspectors for the purpose of inspecting liwa accounts. Owing chiefly to scarcity of trained officials, it has not yet been found possible to undertake the systematic inspection of department accounts also, but a considerable amount of work was done in the examination of liwa accounts.

Movement of Specie.

The Customs statistics show that imports of specie on private account amounted during the year to 64 lakhs, while exports amounted to 438 lakhs. The figures include 11 lakhs and 83 lakhs, respectively, of currency notes. The net export of 374 lakhs was, no doubt, due to the necessity for financing an excess of imports over exports of merchandise amounting to some 600 lakhs. The balance of 226 lakhs was, no doubt, covered mainly, or perhaps, entirely, by British military and other expenditure in Iraq, which constitutes probably the only "invisible export" of any importance. But statistics are at present far too meagre to enable any accurate conclusion on this subject to be drawn, and it is quite possible that a considerable part of the export of specie was for the purpose of making investments abroad. Whatever the cause, the effect was very embarrassing to the banks

and large users of specie, and the phenomenon has stimulated the movement towards the creation of a national currency. The danger is perhaps occasionally overlooked that the remedy may be worse than the disease.

The figures given at the beginning of this paragraph include 21 lakhs of soiled notes returned to India on Government account, and 10 lakhs imported on Government account. The corresponding figures for the preceding year were 103 and 140 lakhs respectively. During that period, however, the provision of currency for British military purposes was undertaken by the local Government. The responsibility was transferred to the High Commission in April, 1922.

BASRAH PORT.

Position at Beginning of Year.

Considerable progress was effected during the year under report in the economical and efficient administration of the Port, which may be considered to have been working prior to this period under abnormal conditions due to the preponderance of military traffic and the necessity of maintaining the services of the Port to cope primarily with such traffic, rather than to meet the needs of commerce. The year under review may be said to have been the first year of working under normal conditions on a commercial basis, military movements being regular and calculable. The outlook at the beginning of the year was not bright; the lean years following the war had arrived and the trade outlook was such as to invite doubts as to whether the Port could be managed as a self-supporting concern, so that the general situation called for, and received, anxious thought when the year opened. Most careful consideration was given to all suggestions, and it was decided that the Port should be administered as a Government Department for at least two years, by the end of which period it is hoped that it may be possible to form a Port Trust with such executive powers as can then justifiably be accorded to it. That this decision was sound is apparent from the results obtained.

Budget and Accounts.

The estimated receipts and expenditure for the year were accepted as follows :—

Receipts	...	...	...	Rs. 25,74,413
Expenditure	...	...	...	,, 25,71,448
Estimated surplus	...	...	...	Rs. 2,965

The actual receipts and expenditure resulted as follows :—

Receipts	...	...	...	Rs. 33,30,423
Expenditure	...	...	...	,, 23,49,518
Surplus	...	...	...	Rs. 9,80,905

These figures show a considerable increase in revenue over the estimates, which is due chiefly to large and unanticipated exports of grain, one of the most notable circumstances of the year's working. During the years of war, grain shipments had to all intents and purposes ceased and it was not anticipated that the resumption of the trade would begin at such an early date. The fact that it took place when it did is a matter for satisfaction. Exports of grain began in May and increased steadily to the end of the year, 150,687 tons having been exported by the end of March. Other tonnage was normal and approximated closely to the figures in the estimates.

The actual expenditure as shown above is less than the amount estimated, but the budget estimates included a sum of Rs.3,85,759 on account of depreciation which has not been brought to account in the figures above. Including that item, the actual expenditure is in excess of the estimates by Rs.1,63,820. This, however, is a natural corollary to the increased traffic resulting in the increase of revenue explained above.

Economies Effected.

During the previous year, 1921-22, the total expenditure was Rs.41,00,000 and a comparison of that figure with Rs.23,49,518 for 1922-23 demonstrates that the economies effected prior to and during the year under review have been substantial and effective. Personnel has been steadily reduced wherever possible and all heads of expenditure have been thoroughly investigated and pruned down, wherever possible, without detriment to efficiency. It is felt, however, that the limit of reduction has now been reached and that it will be necessary in future to concentrate more upon revenue earning capacity than upon cutting expenditure. At the same time it was realised that the Port charges were capable of reduction, following upon the successful working of the year, and proposals were submitted at the end of the year, and subsequently accepted, for modifications, involving substantial reduction in the scale of charges.

Ownership of the Port.

Proposals were put forward at the end of the year under review, whereby the Port, which, although in the main British Government property, had been under the administration of the 'Iraq Government since 1920, should be taken over finally by that Government and whereby the capital value of the Port, based upon the valuation made by Mr. Waller in 1922, should be repaid from surplus Port revenues by yearly instalments at favourable rates. There appears to be no obstacle to the conclusion of an agreement on these lines. A full and complete report of the activities of the Port during the year under review has been published in 'Iraq under the title "Basrah Port, Administrative Report for 1922-23."

SECTION IV.—THE 'IRAQ ARMY.

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1. GENERAL REMARKS.

In 1922-23, it was the policy of the Ministry of Defence, by stabilizing the organization and increasing the efficiency of existing units, to create machinery for future expansion, rather than to expand prematurely with a resultant sacrifice of efficiency. In adopting such a policy, the Ministry took it for granted that units would not for the present be called upon to participate in active operations and that continuous concentration on training would be possible throughout the year. Unfortunately, practically every unit in the army was called away at one time or another to aid the civil power or co-operate with the British forces on the northern frontiers, and, as a consequence, progress in technical training has been considerably less than was expected.

Progress received a further set-back by the abolition, for reasons of urgent economy, of the 'Iraq Military College, which provided the very necessary stimulus to professional training throughout the army.

Despite the above disadvantages, there has been a marked improvement in the physique and soldierly bearing of the rank and file, due largely to the gradual awakening of a national spirit and the fostering of esprit de corps. While there has been this improvement in the soldier, who gives every promise of turning into first-class fighting material, the same, unfortunately, does not apply universally to the officers, many of whom have shown themselves lacking in soldierly instinct and the energy so necessary for proficiency. The fact no doubt is that a great many of these are too old to be impressionable. Trained and educated as they all have been in the old Turkish school it is not easy for them to absorb and impart a new system of training in which

they themselves have only reached the elementary stage. It is hoped, however, that the prevalence of a more defined and healthy political atmosphere will generate an increased enthusiasm. Although politics are strictly kept outside the army, a political foundation is necessary for army personnel if they are to rise above the condition of mere mercenaries. The officer question in the 'Iraq Army is one of absorbing interest and will be studied most carefully during the present year. Every assistance that is possible is given by the small staff of British Liaison Officers and considerable improvement is anticipated.

2. OPERATIONS.

The army, although handicapped by being no more than partially trained, was called on during the year to take part in active operations. Those, to its credit, it carried out efficiently and proved of no little value to the civil arm in dealing with recalcitrant tribes.

In April a column consisting of the 1st 'Iraq Cavalry, less one squadron, and the 1st 'Iraq Infantry, less two companies, proceeded to Nasiriyah and Samawah and succeeded in stabilizing the situation in these parts.

In July, at the request of the Ministry of Interior, a detachment of 'Iraq Cavalry marched to Sinjar to restore order among the tribes in that area.

On 7th September, at the urgent demand of the Ministry of Interior for military intervention, and despite the protest of the Ministry of Defence that time for training was not being given, a Column, composed as under, left Baghdad on a pacificatory and punitive mission to Rawah :—

- 1st 'Iraq Cavalry, less two squadrons.
- 2nd 'Iraq Pack Battery, less two sections.
- Machine-Gun Detachment.
- 2nd 'Iraq Infantry, less two companies.

The 'Anah-Rawah area had for a considerable time been unamenable to Government, outlaws had been harboured and commerce between Baghdad and Syria rendered precarious and often impossible. The Column reached Rawah on the 22nd and after a sojourn of several days arrested most of the outlaws wanted, destroyed their houses and collected the money and rifle fine imposed upon the town of Rawah. From every point of view the Column was a success and restored Government prestige in an area where it had ceased altogether to exist.

On 19th December, the following Column :—

- 1st Cavalry, less two squadrons.
- One Section 'Iraq Pack Battery.
- 1st 'Iraq Infantry, less two companies.
- Machine-Gun Detachment.

marched from Baghdad to Samarra to undertake punitive measures against the 'Ubaid tribe. Again the Column was successful,

compelling the turbulent Al Bu 'Alqah and Al Bu Haiyaza' Sections of the 'Ubaid to pay the rifle and monetary fine imposed by Government.

In the beginning of the present year, when the situation on the northern front seemed to indicate a possible Turkish irruption on Mosul, the 2nd 'Iraq Infantry moved to Sharqat for duties on the Mosul-Sharqat line of communications, while the 3rd 'Iraq Infantry was employed in defensive posts on that line of communication at Hatra, Qaiyarah, Hamman 'Ali and Hadranayah. Meanwhile the 2nd 'Iraq Cavalry in Mosul and the 3rd 'Iraq Cavalry in Tall 'Afar were given a definite offensive rôle in the case of a Turkish move. As the Turkish horizon cleared, the British forces were largely moved from Mosul area to deal with an untoward political situation in southern Kurdistan. The 'Iraq Army was asked to take over the frontier posts of 'Aqrah and Zakho in order to release British troops for the above move, and thus became definitely responsible for the protection of the frontier against Turkish aggression. The 2nd 'Iraq Infantry was moved to Mosul, relieving the 3rd 'Iraq Infantry which proceeded to the frontier posts mentioned above. At present, therefore, the greater part of the combined British and 'Iraqi force charged with the defence of the northern frontier is found from the 'Iraq Army. The latter is thus performing a rôle which it was never contemplated that it would have to play with its present inadequate strength.

In the latter days of March, the units of the Baghdad garrison were employed in repairing flood bunds and in supervising recalcitrant coolies, essentially the duty of the police forces, but constituting another testimony to the army's efficacy and usefulness to the civil arm.

3. RECRUITING.

The monthly recruiting figures are as follows:—

April, 1922	...	...	...	...	...	348
May, 1922	...	...	...	...	...	308
June, 1922	...	...	...	...	...	467
July, 1922	...	...	...	...	...	328
August, 1922	...	...	...	...	...	87
September, 1922	...	...	...	...	...	152
October, 1922	...	...	...	...	...	76
November, 1922	...	...	...	...	...	165
December, 1922	...	...	...	...	...	155
January, 1923	...	...	...	...	...	236
February, 1923	...	...	...	...	...	114
March, 1923	...	...	...	...	...	172
Total	...	...	...	...	...	2,608

In July, 1922, the 'Iraq Army was practically up to full strength and therefore in August few men were enlisted.

In September the pay of the soldier was reduced from Rs.40 to Rs.30 per mensem, and this naturally had an adverse effect on recruiting.

During the year the recruiting centres at the under-mentioned places were abolished and the number of recruiting officers cut down to 16.

Mu'adhdham,
'Anah,
Kadhimain,
Kut,

Diwaniyah,
Karbala,
Samarra,

Hindiyah,
Daltawah,
Ramadi.

There is an idea that the bulk of the 'Iraq Army is recruited from townsmen and the corollary is drawn that the rank and file are of soft, effete stock. This is not so; a very large proportion of the men are of tribal stock, e.g., the 1st 'Iraq Infantry are 74 per cent. tribal and the 1st 'Iraq Cavalry 37 per cent. The misapprehension would appear to have arisen from the fact that the 'Iraq Army enlist from the " towns and settled villages of 'Iraq." The inhabitants of the settled villages are all tribal cultivators, and the class of man who will enlist in the army from the towns for Rs.30 per mensem (if not a Kurd) is usually a tribal man who has drifted to the towns in search of employment, or the son of such a man. A fair proportion (25 per cent.) of the officers of the 'Iraq Army are of tribal stock, the 'Azzah, Jubur, 'Ubaid and Baiyat being best represented.

4. MILITARY EDUCATION.

A. 'Iraq Military College.

I. General.—In 1921-22 the College was largely handicapped by the hurried improvization of training and administrative machinery to meet the immediate need of officers and N.C.O.s in forming units. As a result, the training was neither systematic nor thorough, while organization was unstable. It was hoped with the experience of the previous year and an improved administration, not only to increase the efficiency of training but to widen the training activities of the College in 1922-23.

After Ramadhan, the College opened with the following wings :—

Cadets.
Musketry.
Signalling.
Junior Commanders.

In August all cadets were passed into the Army and the remaining wings were accordingly increased. Meanwhile the administration and organization, while it became stabilized, had acquired the elasticity necessary for further expansion.

On 3rd January, 1923, just when it had reached its acme of training and administrative efficiency the College was abolished in accordance with the recommendations of an Economies Committee.

II. Training Staff.—During the period under report, while the British Staff was maintained at its previous strength, the 'Iraqi Staff was increased from five officers to eleven officers and six N.C.O.s, commensurate with the expansion of College activities, and in furtherance of the principle of ultimate 'Iraqi control.

III. Courses.—The following courses were held throughout the period of the existence of the College in 1922 :—

1. Cadets : 1st April to 31st August ; 45 officers.
2. Signalling : 1st April to 30th September ; 11 officers, 5 N.C.O.s.
3. Signalling : 7th October to 3rd January ; 6 officers, 10 N.C.O.s.
4. Musketry : 1st June to 10th August ; 9 officers, 9 N.C.O.s.
5. Musketry : 17th August to 3rd November ; 12 officers, 18 N.C.O.s.
6. Musketry : 8th November to 3rd January ; 6 officers, 62 N.C.O.s.
7. Junior Commanders : 23rd August to 16th November ; 37 N.C.O.s.
8. Junior Commanders : 25th November to 31st January ; 6 officers, 102 N.C.O.s.

The total number passing through the College in 1922-23 were therefore :—

Officers	...	95.	N.C.O.s.	...	253.
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In addition to supervising and giving instruction on the above courses, the British officers were employed in carrying out inspections in units.

IV. Results.—While the results of College instruction are bound to bear good fruit in the future, it must be realized that, since its formation, the College has had little time to carry out anything but the elementary training of officers and N.C.O.s. The tactical training of officers has never been seriously tackled, and it is perhaps in this direction, more than in any other, that progressive instruction must be insisted on in future. Instruction in administration was naturally limited and must receive further attention. In addition, with the adoption of automatic rifles and grenades as an integral part of its fighting equipment, the army must be supplied with the necessary instructors in these weapons.

In the past the College set the criterion of efficiency for the army, ensured uniformity in training and guided military thought along modern and progressive lines. Its non-existence must inevitably react on the efficiency of the army.

B. Courses of Instruction.

In addition to the courses of instruction held in the 'Iraq Military College, the following courses were held during the year :—

1. Artificers' Course for 20 men.
2. Farrier Course for 12 men.
3. Cavalry Course for officers and 40 N.C.O.s.
4. Machine-Gun Course for 6 officers and 6 N.C.O.s.
5. Lewis Gun Course for 5 officers and 6 N.C.O.s.

C. Translating Department.

The following list shows the scope and amount of work carried out by the Translating Department during the year :—

1. Physical Training Lecture.
2. Appreciation Lecture.
3. Attack, Lecture (Tactics).
4. Defence, Lecture (Tactics).
5. Protection, Lecture (Tactics).
6. Uncivilized Warfare (Tactics).
7. Tactics (System of) (Tactics).
8. Marching (Tactics).
9. Musketry (Opening Lecture).
10. Musketry, Lecture 1.
11. Method of Musketry Training, Lecture II.
12. Musketry, the Initial Hour of Training, 1.
13. Trigger Pressing.
14. Aiming (Musketry).
15. Initial Hour of Training (B).
16. Sequence of Training (Musketry) (A).
17. Sequence of Training, Trigger Pressing (Musketry) (B).
18. Care of Arms (Musketry Lecture).
19. Aiming (Sighting).
20. Sequence of Aiming Instruction, VII.
21. Musketry Instruction, Standing Position, Lecture VIII.
22. Musketry Instruction, Kneeling Position, Lecture IX.
23. Musketry Instruction, Lying Position, Lecture X.
24. Theory, Elementary, XI.
25. Notes on Theory, 1, XII.
26. Judging Distance, XIII.
27. Notes on Judging Distance, XIV.
28. Visual Training, etc., XV.
29. Position Behind Cover, XVI.
30. Sequence of Training, Position Behind Cover, XVII.
31. Aiming Instruction, 2.
32. Aiming Instruction, 3.
33. Rapid Firing, XX.
34. Snapshooting, XXI.
35. Fire Orders, XXII.

36. Aiming on the Ground, XXIII.
37. The Use of Ground, XXIV.
38. Fire Discipline Training, XXV.
39. Preliminary Arrangement before Commencing Range Exercises, XXVI.
40. Range Discipline, XXVII.
41. Firing Points Discipline.
42. Final Lecture, XXVIII.
43. Director's Report on 1st 'Iraq Battalion.
44. Financial Instructions (a pamphlet).
45. Standing Orders, 'Iraq Military College (a pamphlet).
46. Signalling in Battalion.
47. Musketry Regulations (general instructions).
48. Physical Training, Mounted.
49. Squad Drill, Words of Command.
50. Platoon Drill, Words of Command.
51. Company Drill, Words of Command.
52. Extended Order Drill, Words of Command.
53. Battalion Drill, Words of Command.
54. Physical Training Table, I, II, III, IV.
55. Preliminary Arrangements.
56. Butt Registers (Sheets).
57. Musketry Regulations, Addendum (1917).
58. Cavalry Training Manual, Elementary Chapter.
59. Cavalry Training Manual, Chapters 1 to 12.
60. The Mechanism of the Rifle.
61. Parts of the Rifle.
62. Infantry Training, Vol. I (new edition).
63. Infantry Training, Vol. II (Chapters 1 to 4).
64. Infantry Training, Words of Command (new).
65. Physical Training Manual.
66. Cadets Clothing, etc.
67. Infantry Training Lectures.
68. Infantry Training Lectures.
69. Infantry Training Lectures (63 lectures).
70. Signalling.
71. Signalling, Chapters 1 to 8.
72. Lamp, Electric, Signalling.

5. MEDICAL.

(a) There were three Military Hospitals in 1922: One equipped for 50 beds in Baghdad, one for 50 beds in Mosul, and a third equipped for 12 beds in Hillah.

(b) A Field Ambulance was equipped and completed during the year.

(c) One thousand, six hundred and ninety-five cases were admitted and treated during the year.

(d) There have been 26 cases of death, 14 in hospital and 12 out of hospital. Of the latter, four were due to heat-stroke,

three to drowning, three to railway and other accidents, one to gunshot wound (criminal) and one to gas poisoning in a sulphur spring.

(e) Prevailing diseases :—

Eye trouble (Trachoma).

Malaria.

Venereal.

6. VETERINARY.

The strength of the personnel of the Veterinary Service of 'Iraq Army, during the year under report, remained the same as it existed in the preceding year.

Administrative British Personnel.

As in the previous year, the Director of the Civil Veterinary Department continued to act as Veterinary Adviser to the 'Iraq Army for reasons of economy.

The number of 'Iraqi Veterinary Officers was four—one in charge of Remounts and the rest supervising formations.

The Civil Veterinary Departmental Officers have rendered all veterinary assistance in areas where no Army Veterinary Officers were stationed.

Veterinary Hospitals.

These exist in Baghdad, Mosul, Tall 'Afar and Hillah. The Director of the Civil Veterinary Department regularly inspected the hospital at Baghdad; the Civil Veterinary Officer, Hillah, inspected the animals there once a week and submitted his report to the Headquarters.

Veterinary Equipment and Veterinary Stores.

These were issued from the Civil Veterinary Store, Baghdad, on indents which were all scrutinized by the Director.

Reports and Returns.

A weekly return of sick and lame animals was submitted by each Veterinary Officer, for the units under his charge, to the Veterinary Adviser, and veterinary history sheets for all animals were compiled and kept with the unit Commanders.

Health of the Animals.

The total number of animals treated in hospitals and sick lines was 2,657. Of these, 2,410 returned to duty and 152 died of disease or were destroyed as incurable. 95 remained under treatment. With the exception of one case of anthrax, no other case of contagious disease occurred during the year.

The total strength of animals is, horses 546 and mules 1,724. Shoeing has greatly improved during the year. At the Civil Veterinary Hospital altogether 14 soldiers underwent training in shoeing and dressing. Of these, seven were passed out, two returned as unfit and five are still under training.

General Remarks.

The condition of all animals has been well maintained. The percentage of losses, viz., 14 per cent., is considered low, as it includes 61 walers, the majority of which were cast and destroyed on account of age and debility.

7. JUDICIAL.

The " 'Iraq Army Proclamation (Provisional), 1921 " is still in force, but it is hoped during 1923 to adapt the Manual of Military Law of the Egyptian Army for use in the 'Iraq Army. The Egyptian Manual is itself an adoption of the British Manual of Military Law.

During the year, 64 Courts-Martial were held and 12 cases occurred of soldiers of the 'Iraq Army being sentenced by Civil Court.

The commonest kind of serious crime in the 'Iraq Army is " absence without leave."

8. DISPOSITION AND STRENGTH ON 31ST MARCH, 1923.

Baghdad :

Army Headquarters and Departments.

1st 'Iraq Cavalry less 1 Squadron.

2nd Transport Company.

2nd 'Iraq Pack Battery less 1 Section.

1st 'Iraq Infantry less 1 Company.

Daudiyah :

1 Squadron, 1st 'Iraq Cavalry.

Hillah :

1 Company, 1st 'Iraq Infantry less 2 Platoons.

Samawah :

2 Platoons, 1st 'Iraq Infantry.

Sharqat :

1 Platoon, 2nd 'Iraq Infantry.

Mosul :

Headquarters, Mosul Liwa.

2nd 'Iraq Infantry less 1 Platoon.

2nd 'Iraq Cavalry.

1st Transport Company.

1st 'Iraq Pack Battery.

1 Section, 2nd 'Iraq Pack Battery.

Military Police.

Medical Corps.

Tall'Afar :

3rd 'Iraq Cavalry less 1 Squadron.

Huqnah :

1 Squadron, 3rd 'Iraq Cavalry.

Zakho:

3rd 'Iraq Infantry less 2 Companies.

'Aqrah:

2 Companies 3rd 'Iraq Infantry.

9. ESTABLISHMENTS.

The establishment and organization existing at the end of 1921-22 was maintained in 1922-23 with the exception of the 'Iraq Military College, which was abolished in January, 1923.

10. SUPPLY OF RATIONS FOR MEN AND ANIMALS.

The provision of rations for men and animals was arranged by contract, and on the whole the system has worked well and has proved economical. The units were frequently employed on minor operations, and in no single instance did the contractors fail to provide.

The area for which the 'Iraq Army is responsible was subdivided into two portions and tenders were invited every six months for the supply of rations for the succeeding six months for men and animals stationed or operating in these two areas. The area north of the line drawn from Al Qaim on the Euphrates to the mouth of the Lesser Zab and along the Lesser Zab was under the responsibility of the Officer Commanding the brigade at Mosul, and south of this line the area was under the direct responsibility of Army Headquarters.

The scale of rations for men and animals per diem was as follows:—

Article.	Men.	
	Quantity.	Quantity.
	Winter Months. Dec., Jan. and Feb. grammes.	Summer Months. March to Nov. grammes.
Flour	560	560
or		
Biscuits	560	560
or		
Bread	800	800
Meat	180	180
Rice	180	180
Ghi	30	30
Salt	20	20
Sugar	10	10
Tea	2	2
Fresh Vegetables	500	500
Fresh Fruits	250	250
or		
Potatoes, Lentils, Lubias, Onions... ..	250	250
or		
Dry Vegetables	100	100
or		
Dry Fruits	200	200
Fuel	800	700
Kerosene Oil... ..	15	10
Soap	10	10

*Animals (with Units).**Barley. Bhoosa. Salt.**Kilo. Kilo. Grams.*

Australian and English Horses	5½	6½	28	One kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
L. D. Mules	5	5½	28	Do.
Arab Ponies and Country Breds	4½	5¼	28	Do.
Mountain Battery Mules	4½	5	20	Half kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
A. T. Mules	3½	4	14	Do.

Animals (Remounts).*

Australian and English Horses	3½	7	28	One kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
L. D. Mules	3½	7	28	Do.
Arab Ponies and Country Breds	2½	6	20	Do.
Mountain Battery Mules	2½	6	20	Half kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
A. T. Mules	2	5	14	Do.

The contractors also had to provide green fodder throughout the months of March and April at the rate of two kilos of green fodder in lieu of one kilo of bhoosa, subject to a maximum of 50 per cent. of the bhoosa rations.

The cost of these rations per diem was as follows :—

April 1922 to September 1922.

<i>Baghdad :</i>		As.	Ps.
Men		9	4
Animals		5	5
<i>Mosul :</i>			
Men		8	3
Animals		7	4

October 1922 to March 1923.

<i>Baghdad :</i>			
Men		7	0
Animals		5	9
<i>Mosul :</i>			
Men		8	10
Animals		7	4

11. ORDNANCE SERVICES.

General.

This department began to function during July, 1921, and was severely handicapped at first owing to lack of experienced personnel and want of storage accommodation.

The department was organized by the Minister's instructions on the British Army system, and though some 'Iraqis were forthcoming with experience under Turkish regime, none were acquainted with the British Army system and they had to learn.

The necessary storage accommodation became available in April, 1922, when the Citadel was handed over to the 'Iraq Army, and this has enabled the department to carry out its duties more efficiently.

The department has had the services of an experienced officer from the British Army Ordnance to assist and advise them, and his services have been inestimable.

All the provision work and preparation of annual demand statements has been carried out by the Ordnance Adviser up to date, but we hope that the C.O.O. will himself be able to prepare the next annual demand statements.

The department has been handicapped to a great extent by lack of equipment tables and regulations generally. This is entirely due to lack of translators. The nomenclature of all stores has yet to be translated. The Ministry of Finance have realized the necessity for a translator in this department, and have approved of the appointment of one for the next financial year. Great progress should, therefore, be made during the next few months in the translation of equipment tables.

Stock and Store Rooms.

On the formation of the 'Iraq Army, G.H.Q., British Forces in 'Iraq, issued instructions to their Ordnance Departments to render the 'Iraq Army as much assistance as possible. Much assistance was given, which was greatly appreciated, and consequently the majority of our present equipment consists of British Army surplus stocks purchased through the Disposals Board.

At the time purchases of clothing were made, it was essential to obtain sufficient clothing to camp recruits on enlistment, and, as sufficient new surplus clothing was not available, some partly worn was accepted. This proved a most uneconomical procedure, and, if possible, should never be repeated.

To obtain clothing and other requirements for 1923-24, tenders were advertised locally as well as in England and India. A great deal of stores tendered for are now due from England, and the

Minister would like to place on record his appreciation of the assistance rendered by the Overseas Trade Department in calling for tenderers and issuing our tender forms to manufacturers in England.

The arms procured are of British Army pattern. The rifles are Mk. VII., the latest pattern in use by the British forces.

The units are all equipped on British Army scale, and are issued with Vickers, Lewis, and Hotchkiss Guns purchased through Disposals. Sufficient rifles and machine-guns were procured for the whole army, but the machine-guns were not in all cases complete, and this applies particularly to carrying equipment and the necessary components. Carrying equipment, component parts for completion and maintenance of machine-guns and maintenance of rifles were included in the annual demand for stores and are now due from England.

Sufficient bayonets, swords and lances have been obtained to equip all units as armed.

The two Pack Batteries are completely equipped with B.L. 2.75 inch equipment, and sufficient items remain in stock for the maintenance of this service. A few essential items have been included in the annual demand referred to above.

The general equipment of units is fairly complete and is sufficient for them to carry out their training in an efficient manner; additional items to complete their equipment thoroughly and up to British scale, and to supply a small reserve as ordnance stock for maintenance of these equipments, is due in on the annual demand.

The .303 inch ammunition in stock is sufficient to supply all units with their service ammunition and about one year's practice ammunition. About twice as much .303 inch ammunition as is available is required and was entered in the annual demand, but had to be excluded on account of want of funds. The artillery ammunition in stock amounts to 1,400 rounds per gun.

The storage accommodation for general stores is good. It is divided into two charges each in the charge of an 'Iraqi Store Officer.

None of the explosives are at present stored under magazine conditions nor in accordance with magazine regulations. This matter is receiving attention.

The purchase of arms, ammunition, and warlike stores is being made through the Crown Agents, whose assistance in this matter is invaluable and greatly appreciated.

A small workshop has also been organized and is doing useful work.

12. MINISTRY, ADVISORY, AND HEADQUARTERS STAFF.

During 1922-23 the details of the Ministry, Advisory, and Headquarters Staffs were as follows :—

Ministry Staff:

Minister.
Secretary.
A.D.C.

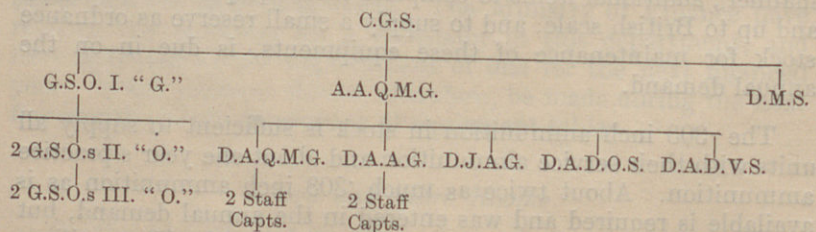
Advisory Staff:

Adviser.
G.S.O. II. "A."
G.S.O. II. "Q."
G.S.O. II. "O."
Accounts Officer.
Ordnance Officer.

Each unit of cavalry, artillery and infantry had a Liaison Officer, but the Liaison Officer for transport was abolished in January, 1923.

All British Officers are in an advisory, not executive, capacity.

Headquarters Staff:



13. PAY AND ACCOUNTS.

The Pay Section was started on the 1st June, 1921, and the necessary regulations and forms prepared.

It was decided to adopt the system of imprest accounts supported by acquittance rolls for payment of men as being the most efficient method of accounting, and preliminary instructions were given to all Commanding Officers.

This system worked well, but as the Army increased, considerable difficulty was experienced in the manner of adjustment of fines and recoveries, especially as Part II Orders were not published and the Accounts Branch were not in a position to check adequately the accuracy of the refund.

The amount of work entailed in the formation of the units reflected itself on the accounting by Commanding Officers. It was, therefore, decided to appoint one Paymaster to each unit. These officers were instructed in their duties in the office and afterwards posted to units, which resulted in a marked improvement.

The greatest difficulty, however, has been the necessity for simplicity, and the value of the form of accounting by imprest accounts adopted by the British Army has never been really grasped.

In conversation the O.C. Unit and Paymaster will admit the simplicity of the method adopted, but will always fall back on the old Turkish system. Although it may be considered inconsistent, this is never discouraged, as the main object is to get an account which can be thoroughly and systematically checked.

During the first year, efforts were mainly directed to ensuring accuracy in cash accounting and instruction generally and fitting in the valuable parts of a Turkish system, which most officers know, with the salient points of the British system.

Briefly, the procedure adopted is :—

- (1) Accounts Officer requisitions on Accountant-General for cash each month according to estimated requirement for whole army.
- (2) Unit Commanders requisition their individual requirements to Accounts Officer.
- (3) Cheques for requisite amounts are forwarded to the Officers' official banking account.
- (4) Accounts are rendered in duplicate monthly, supported by vouchers.
- (5) Accounts when received are arithmetically checked on arrival and vouchers scrutinized. Recoveries, fines, and deductions checked with Part II Orders; promotions, stores, etc., likewise checked, and, if found in order, one copy of the account is signed and returned to the Unit Commander as evidence of the accuracy. If items are disallowed as inadmissible, the amount is charged to the Unit Commander, who has to debit himself with the sum disallowed and account for same the following month or replace the cash value disallowed.
- (6) When all accounts have been passed and examined they are checked by a senior clerk for the final account, *i.e.*, the various voting is carried out and necessary book adjustments, if any, are made.
- (7) No payment, other than formal payments, are allowed unless sanctioned by the Pay Department.

The staff consists of one British Officer as Accounts Officer, an Assistant (special grade), one 'Iraq Army Officer (Mulazim Awwal), two Clerks (grade I) for imprest work, one Clerk (grade II) for general work, and one Clerk (grade IV) for general work.

This establishment is not really adequate, but due regard is taken for economy. A larger staff would undoubtedly tend to economy in the long run and enable records of the relative cost of each unit to be compared and unnecessary expenditure eliminated; indeed, the payment of additional clerical assistance would result in the adoption of a simple system of cost accounting, the merits of which are obvious.

The duties of the Pay Department also include the store accounting, *i.e.*, checking expenditure of stores in the army. For this purpose two clerks (one grade II and one grade III) are engaged; the work consists in the comparison of issues by Ordnance and receipts by units. They see that all issues are taken on charge, that the period of life of expendable stores is properly observed, and generally make such checks as the Accounts Officer directs, to see that the various 'Iraq Army orders relative to stores are complied with in so far as they concern accounting. This work is very heavy, and again considerable economy would be effected if a larger staff could be employed.

Store accounts have undoubtedly improved, but it is essential that considerable time and work should be devoted to this issue, if results are to be satisfactory.

From the 1st April, 1922, it was considered that officers had sufficient experience to extend the accounting and to get better records. A system of pay and mess books (founded on the British system) was, therefore, adopted and the units gradually brought on to this change. These pay and mess books have been worked very well, but the full scope of information desired has not yet been reached; the progress must be a gradual one and as one point is mastered another is introduced.

Officers were originally paid on acquittance rolls by Officers Commanding, but this was a temporary measure, and in July, 1922, it was decided to pay all officers from the Pay Department. The success of the system has been apparent throughout, although it entails much extra labour on a small staff. The introduction of the Pensions Deductions Law made the change absolutely imperative. The clerks did this work well, and this is proved by the fact that only a few errors, and those of trivial nature, were found on audit.

Mosul district was a source of concern, and the continual experience of difficulties made it essential that a change of system was necessary. A branch office was, therefore, opened in Mosul and the 'Iraq officer (Mul. Awwal) was placed in charge. It is too early to state the definite result, but everything points to the success of the change.

In conclusion, the success of the department must be left to the judgment of others, but it would appear that in no case has the payment of officers and men been delayed, and that every possible step is always taken to ensure that the soldiers have no complaint that they have not been paid on the due date, an item which is of vital importance in the formation of an army.

In a brief report the volume and technicality of the work carried out cannot be dealt with adequately. For example, the introduction of Part II. Orders doubled the work at one blow, yet they are indispensable.

The difficulties in accounting must be seen to be appreciated, and the watchfulness to ensure that the Government receives credit for all fines and deductions is a labour that must be unremitting.

The officers of the 'Iraq Army have always shown a desire to help, with very few exceptions, and with a continuance of their help it is hoped to be able next year to say that the accounting can be favourably compared with those of armies which have years of experience and training.

14. FUTURE DEVELOPMENT.

The development of the army in the future is governed by the following factors :—

- (a) The possibility of external aggression.
- (b) The maintenance of internal security.
- (c) The necessity for expansion commensurate with the reduction of British forces to meet contingencies under (a) and (b).
- (d) Financial stringency.

It is apparent, if the present distribution be correctly interpreted, that the 'Iraq Army with its existing numbers is wholly inadequate to undertake the duties of frontier protection and the maintenance of internal security. This will be the more obvious, when the reduction of British forces, adumbrated in recent pronouncements in Parliament, throws an ever increasing responsibility on the 'Iraq Army for the security of the Turkish and Kurdish frontiers. Meanwhile, a central reserve capable of dealing with turbulence in the interior must be maintained. Assuming that the British forces are to be withdrawn gradually, it will then be essential that the proportionate expansion of the 'Iraq Army is in operation, and that a reserve is being built up to cope with any national danger.

The critical factor is finance. It is obviously impossible to raise a force of the above size, paid at the rates now in existence, and recourse must be had to some form of compulsory service. The longer this is delayed, the more difficult will it be to enforce. At the same time an increased budget will be essential for defence.

The immediate necessities of the army are :—

- (a) Reserves.
- (b) Military College.
- (c) Translations of military literature.
- (d) Transport and technical units.
- (e) Machinery for expansion.
- (f) Increased efficiency.

The units of the army at present are organized on an establishment which is neither peace nor war, but a compromise between these. As a result there exists no machinery for the replacement of casualties or for the origination of technical services. The immediate creation of a reserve is thus essential.

The set-back to training caused by the abolition of the 'Iraq Military College has been adequately discussed in the body of the report.

A great handicap to uniformity of training and to the efficiency of officers is the lack of military literature. It had been hoped to translate the more important of the British Training Manuals in the past year, but the Translating Department of the 'Iraq Military College, just when it had become proficient in the technical vocabulary of military translation, was reduced in January from five to one. Its revival is essential to the efficiency of the army.

At the present time the transport is inadequate for the needs of the existent units and must be increased if the army is to retain any mobility at all. Technical units do not exist and must be legislated for in the future.

If the army is to be expanded the present administrative machinery will have to be reconsidered. The establishment of depots, possibly of a group system, is indicated.

Finally, the efficiency of men and officers must more than ever receive forethought and attention. As regards the rank and file, the great essentials are instruction in musketry, technical weapons and field work. The future efficiency of the officer class is largely dependent upon the elimination of undesirables, the insistence on officers being physically and mentally energetic, and detailed instructions in tactics and administration. It is hoped that the introduction of an examination for promotion will at once ensure uniform progress in military thought and the removal of inefficiency.

SECTION V.—THE MINISTRY OF JUSTICE.

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1. GENERAL.

Every previous report on the Administration of Justice in 'Iraq has contained accounts of far-reaching changes in the organization of the Courts or of the Government of 'Iraq. During the year under review there have been a number of minor changes only. Courts have been closed at some places and opened at others, incidents have followed on the experience of the first year of working, and reductions in staff have been necessitated by the cutting down of the Budget estimates. These are not matters which go to the root of the system, which remains as established by Sir E. Bonham Carter in 1921.

2. PERSONNEL.

At the date of the last yearly report the Adviser, Mr. N. G. Davidson, had been appointed to the High Commissioner's Secretariat, but remained in the Ministry of Justice. He remained in the Ministry as Acting Minister and later as Adviser until September, 1922, when he handed over the duties of Adviser to Mr. E. M. Drower and was transferred to the High Commissioner's Office.

The British staff, which consisted of seven at the beginning of the year, has been further depleted by the retirement of Mr. B. H. Bell, President of the Court of Appeal, who left the service of this Government in November, 1922, to take up an appointment in the Sudan High Court. For two years he had conducted the business of the Court with marked success, adapting its methods to meet the daily increasing volume of work. He had acquired a wide knowledge of the law and customs of the country and his departure was felt to be a severe loss to the Administration, which appreciated his quiet and efficient methods, and to those, both British and 'Iraqi, who had been

associated with him. His services have been recognized by the grant of the C.B.E. His place was filled by Mr. G. Alexander, a barrister with useful practical experience of law in Burmah.

The British staff now consists of the Adviser, the President of the Court of Appeal, and three Judges of First Instance, at Baghdad, Basrah and Mosul. Provision has been made for the appointment of one other Judge of First Instance who will be needed to fill vacancies caused by sickness and leave, to assist in the preparation of legislation, and to sit in the Court of Appeal in cases in which foreigners are concerned. While the conditions of service remain unsettled it is impossible to make any offer which would attract the right type of man, and the new appointment must wait.

It has yet to be seen how the British Judges will be occupied. The cases in which foreigners demand to be tried by British Judges are increasing in number, and if it is decided that not only Indians but also Persians, shall come within the definition of "foreigners," it may be that there will be such heavy calls on their time as to interfere seriously with their ordinary duties as Presidents of First Instance.

The native Judges have continued to carry out their duties loyally and to maintain cordial relations with the British Judges and the Executive officials. Special mention must be made of the work of Daud Samrah Effendi, Vice-President of the Court of Appeal.

3. COURT OF APPEAL.

The necessity for economy has made it impossible to form the Court of Cassation, and the Court of Appeal, consisting of a British President, a native Vice-President and four native Judges continues to do the work both of Appeal and Revision.

Apart from the extra work thrown on the Judges by a recent enactment providing for the revision of orders made in execution proceedings, the business of the Court is steadily increasing.

The formation of a separate Court of Cassation would be difficult to accomplish without unduly weakening the Courts of First Instance and it is hoped that the present state of affairs will be allowed to continue for some time.

4. THE CIVIL COURTS.

The present tendency is to increase the single Judge system, and to retain full Courts of First Instance in two or three places only. This is necessary in view of the limited number of Judges available and the continued demand for the establishment, at Qadha headquarters, of Courts with jurisdiction to decide ownership of land. A law, empowering the Judges of the Courts of First Instance to decide, sitting alone, cases up to Rs.3,000 in value, is shortly to be brought forward and it is hoped that this will reduce the volume of work dealt with by the full benches so as to allow a more useful distribution of Judges.

The clerical work leaves much to be desired. The junior clerks have little, if any, previous training and the senior clerks are unable to supervise them properly. The President of the Court of Appeal reports that, judging from the state of the files, the best work is done in Mosul, where the clerks of the Turkish Courts remained at their posts at the time of the Occupation.

5. SHAR'AH COURTS.

'Abdul Wahab al Naib, President of the Shar'ah Court of Revision, retired on pension in 1922 and was replaced by 'Abdul Malak Effendi al Shawwaf, Qadhi of Bagdad, 'Usman Effendi al Daiwaji, from Mosul, being appointed Qadhi.

Many complaints have been received during the past winter against the present system whereby the personal cases of Shi'ahs are heard in the Civil Courts with the assistance of Shi'ah Jurists, appointed and paid in the same manner as Judges. The judgments in such cases are, in effect, the decisions of Shi'ah Judges, but they issue as judgments of the Court of First Instance, and this has been regarded by several of the Jurists as derogatory to their dignity; they claim that they should be allowed to issue executory judgments in the same manner as Sunni Qadhis. Their threatened resignation and the support given to their demands by influential Shi'ahs, make it imperative to take some action to put the Shi'ahs on more equal terms with the Sunnis, and the Ministry is now considering a law making the appointment of Qadhi open to Shi'ah or Sunni and dividing the Shar'ah Court of Revision into Sunni and Shi'ah Benches.

6. CRIMINAL COURTS.

The statistics for the past year show a great falling off in the number of robberies with violence in the Basrah district. A probable reason is the energetic action taken by the police in the two previous years in breaking up the armed gangs which owed their origin to Saiyid Talib Pasha's activities just before the war.

Crime is heavy in Baghdad and Ba'quba, there being many cases of robbery from houses by armed men who use revolvers on the slightest provocation. Of Ba'quba, the President of the Court of Appeal writes: "Judging from the cases which reach me, the surrounding villages need strong supervision and entirely new Mukhtars. The amount of concocted lying which goes on indicates a regular system of putting up false cases comparable to that so commonly found in India. Otherwise this country is almost free from the deliberately trumped up cases which clog the Indian Courts."

During the year—April, 1922, to March, 1923—36 death sentences were submitted to His Majesty the King. The sentence was carried out in 25 cases. A good deal of indignation

was aroused in the early part of the year by the delay in dealing with such matters, but recently there has not been the same difficulty in obtaining His Majesty's decision.

Efforts have been made during the past year to secure the assembling, without undue delay, of Courts of Sessions in places where it is difficult for the police to collect witnesses and send them into the larger towns. Results have been, on the whole, satisfactory, and the number of cases of unreasonable delay between arrest and trial is rapidly diminishing.

The revision of the Penal Code and the Criminal Procedure Regulations has been delayed. A Committee has sat for the last twelve months preparing a new Penal Code on the lines of the new Egyptian draft law. It is not a matter of urgency. The question of minimum punishments is still under discussion and it will probably be found desirable to prescribe them. Public and legal opinion is against the wide discretion in the matter of punishments given to the Judges under the existing law.

The Criminal Procedure Regulations are, in general, regarded as satisfactory. They require certain amendments to make them conform to the present form of government, but complete revision cannot satisfactorily be undertaken until it has been decided whether the Procurators, whose appointments were cancelled by the Economies Committee, are to be reinstated. As reported by Mr. Davidson last year, the Procurators were wholly unsatisfactory, hindering rather than helping the Courts. In their absence prosecutions are undertaken with reasonable success by selected Police Inspectors, and it is now proposed that a certain number of Police Officers shall receive a thorough course of instruction in Criminal Law in the Law School, so as to enable them to undertake prosecutions of ordinary difficulty without assistance.

7. LEGISLATION.

The following are among the laws passed by the Council of Ministers since April, 1922 :—

Various additions and amendments to the Customs and Excise Law.

The Foreign Decorations Law, 1922.

Liwa Educational Council Law, 1922.

The Entertainments Tax Law, 1922.

The Law of Associations, 1922.

The 'Iraq Stamp Law, 1922, and amendment, 1923.

The Unregistered Sales Amendment Law, 1922.

The Preservation of Public Roads Law, 1922.

The Execution Law amendment Law, 1923, re-enacting more clearly the Section dealing with imprisonment of debtors.

Various Laws affecting the 'Iraq Army.

(a) Half pay.

(b) Legal Process.

(c) Execution of Sentences of Imprisonment.

The Administrative Inspectorate Regulations, 1923.

The Advocates Fees Regulations, 1923.

The Extradition Law, 1923.

Various amendments to the Courts Proclamation and Civil Courts Rules.

- (a) Giving the Court of Appeal power of revision of orders in execution.
- (b) Concerning transfer of suits from Liwa to Liwa.
- (c) Increasing powers of Single Judge.
- (d) Regarding the periods to be allowed for service abroad.
- (e) Regarding the taking of evidence on commission at the request of Foreign Courts.
- (f) Regarding the hearing of land cases.
- (g) Extension of period for production of judgments lost owing to the war.
- (h) Repealing the Indian Succession Act in Basrah Wilayat.

A number of laws governing Trade Marks, Expropriation, Bar Association, and so forth, are nearly ready for the Council. More might have been done during the year had a skilled draftsman been available. The native lawyers are useful critics of proposed legislation, but are singularly inept at collecting and expressing their ideas. Although no attempt is made to obtain an unduly high standard of drafting, all drafts must be carefully revised, and in many cases rewritten by the Adviser who, being single-handed, finds much difficulty in dealing with the large volume of work.

The revision of the Criminal Procedure Regulations and the Penal Code has been mentioned elsewhere.

8. COURT FEES.

The total receipts of the Courts from January to December, 1922, were as follows:—

	Rs.
Court of Appeal... ..	80,980
Civil Courts of First Instance	4,65,150
Peace Courts	2,13,120
Shar'ah Courts (including Shar'ah Court of Revision)	91,280
Execution Offices	1,00,750
Notary Public	1,38,140
Fines	2,58,260
Law School Fees	16,650
Miscellaneous	5,800
Total	Rs.13,70,130

These figures, compared with those given at paragraph 8 of Sir E. Bonham Carter's report for 1920, totalling Rs.7,80,933, give some indication of the increased volume of work.

9. THE LAW SCHOOL.

The past year has shown that radical changes are necessary in the methods of legal education. More than one-half of the students attending the lectures on 31st March, 1923, are Government employees. In order to avoid undue interference with the office hours of the various Ministries, the lectures are given in the early morning, nominally before office hours. The result has been unsatisfactory. Office hours are not only broken into by the lectures, but are utilized for the study of law books, while those who are giving their whole time to study not unnaturally complain of the inconvenience of the early hours.

It has been decided to admit no more Government employees as students and to fix the lectures at more suitable hours. The change must be made gradually until the Government employees have passed out of the school.

Taufiq Effendi al Suwaidi retains his appointment as Director. During his absence in London his place was adequately filled by Rauf Beg al Chadirji, one of the leading advocates.

Four students obtained their diplomas in the summer of 1922, 11 in 1921 and 20 in 1920.

At the beginning of the new school year, in September, 1923, the school will move into a separate building, formerly occupied by the Sarai Nursing Home.

The number of students at 31st March, 1923, is as follows :—

1st year classes	...	...	...	...	...	68
2nd year classes	...	...	...	...	...	42
3rd year classes	...	...	...	...	...	49
Total						159

Of the above, 92 are Government officials.

10. ADVOCATES.

There are 105 practising Advocates, of whom 76 are at Baghdad and 15 at Basrah. The experience of British Judges is that, with a few notable exceptions, their work is highly unsatisfactory; seldom do they appear to have prepared their cases or to have any idea of the manner in which they are to prove their claims. The complacency with which native Judges grant adjournments tends to increase the evil.

A law was passed during the year which provided for the allowance of costs between parties, on a scale more liberal than that granted by the Turkish regulations, and giving the Court the right to deprive a party of the costs of unnecessary adjournments. Perhaps this will be of some effect in inducing advocates to obtain proper instructions from their clients.

The formation of a Bar Association is now under consideration. This was proposed nearly three years ago but was not favourably received by many of the Advocates. Opinion has now veered round and it is hoped to form the Association during the summer of 1923.

In addition to the Advocates there are 19 persons licensed to practise in the Peace Court.

11. LIMITED LIABILITY COMPANIES.

Since Companies' Proclamation, 1919, came into force, eight limited liability companies have been incorporated in 'Iraq. Of these, three were registered during the year under review and one, previously registered, increased its capital. The total capital of these four companies, registered during the year, amounts to Rs.20,00,000. In the large majority of companies, the capital and management are foreign. The law at present in force, the Indian Companies Act with necessary modifications, is too complicated, and neither judges, lawyers, nor public have attempted to study it. A simpler law must be introduced, but its preparation must be deferred to more important legislation.

Of companies registered abroad and carrying on business in 'Iraq, 17 are carrying on business out of 21 registered since 1919.

It is hoped soon to hand over the register to the commercial section of the Ministry of Finance.

12. LIST OF COURTS AND PRINCIPAL PERSONNEL.

The following is a list of all Courts and other principal Personnel of the Ministry of Justice on 31st March, 1923.

MINISTRY OF JUSTICE.

Naji Beg al Suwaidi	...	Minister of Justice.
E. M. Drower	...	Adviser.
Dikran Ekmekjian	...	Secretary.
Taufiq al Suwaidi	...	Asst. Government Counsellor and Director of Law School.
Khalid Shabandar	...	Inspector, Civil Courts.
Yusuf al Kabir	...	Registrar, Government Counsellor's Office.

CIVIL COURT OF APPEAL.

G. Alexander	...	President.
Daud Samrah	...	Vice-President.
Haji Salih Pachaji	...	Judge.
Rashid 'Ali al Qailani	...	"
Muhd. 'Arif al Suwaidi	...	"
Nishat al Sanawi	...	"

CIVIL COURTS OF FIRST INSTANCE.

Baghdad.

A. I. MacLaren	...	...	President.
Ruben Battat	...	...	Vice-President.
Jamil al Wadi	...	...	Judge.
'Abdul Majid Mulla Yasin	...	...	"
Ya'qub Suwaida	...	...	"
Saiyid Shahabud Din al Qailani	...	...	Assistant Judge.
Nuri Ya'qub Nahom	...	...	Notary Public.

Ba'qubah.

Na'im Zilkha	...	...	President.
Hasan al Naib	...	...	Judge.
Kamil Sa'id	...	...	Assistant Judge.

Hillah.

'Abdul Jabbar al Jamil	...	...	President.
'Abdul Hamid Mulla Ahmad	...	...	Judge.
Haji Ahmad 'Izzat al Hijazi	...	...	"
Hamdi ibn Hasan	...	...	Assistant Judge.

Basrah.

J. Woodman	...	...	President.
'Abdullah 'Abdul Salam	...	...	Vice-President.
Yasin al 'Araibi	...	...	Judge.
Mahmud Jalal Ibrahim	...	...	Assistant Judge.
Ghalib Thomas Baron	...	...	Notary Public.

Mosul.

J. Pritchard	...	...	President.
Mahmud Nishat	...	...	Judge.
Saiyid Lutfi Sa'id	...	...	"
Shit Khidhr Khusrau	...	...	Assistant Judge.
Mahmud Akram al 'Amri	...	...	Notary Public.

Kirkuk.

'Abdul Karim Kirkukli	...	...	Vice-President.
'Umar Nadhmi	Judge.
Saiyid 'Arif	Assistant Judge.

Kut.

Yunis Wahbi al Qadhi	Single Judge.
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Nasiriyah.

Ibrahim Shabandar	Single Judge.
Muhd. Shakir 'Abdul 'Aziz	Assistant Single Judge.

'Amarah.

'Abdul Majid al Jamil	Single Judge.
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Karbala.

Saiyid Ahmad Rafiq Mulla

Na'man Single Judge.

PEACE COURTS.

Baghdad	...	Judge	Makki al 'Urfali. Hasan Fahmi al Tattar (Assistant).
Kadhimain	...	,,	Salih 'Abdullah.
Khanaqin	...	,,	Muhammad Taufiq al Bandinji.
Najaf	...	,,	Saiyid Muhd. 'Arif Mahmud.
Basrah	...	,,	Saiyid Mustafa 'Abdul Rahman al Takarli.
Mosul	...	,,	Muhammad Rauf.
Dohuk	...	Touring Judge	Muhi al Din al A'raji.
Arbil	...	Judge	Muhammad Khurshid.
Ramadi	...	,,	Mahmud Kamal al Kaptan.
Diwaniyah	...	,,	'Abdul Hafiz Nuri.

BAGHDAD SHAR'AH COURT OF REVISION.

'Abdul Malik al Shawwaf	...	President.
Sulaiman Taha al Sanawi	...	Member.
Shaikh Qasim Shaikh Ahmad	...	,,

SUNNI SHAR'AH COURTS.

Baghdad	...	Qadhi	'Uthman al Daiwaji. Muhd. Nafi' al Masraf (Assistant).
Samarra	...	,,	Ahmad Faiq al Qurawi.
Tikrit	...	,,	Saiyid Khattab.
Kut	...	,,	'Abdul Ghafur Qasim.
Ba'quba	...	,,	'Abdul Hak Shaikh Shihab.
Shahraban	...	,,	Muhd. Fahmi al Masri.
Khanaqin	...	,,	Saiyid Ahmad 'Izzat al Rawi.
Mandali	...	,,	Saiyid 'Abdullah Asad al Naib.
Hillah	...	,,	Saiyid 'Abdul Wahab.
Diwaniyah	...	,,	Saiyid Khalil.
Ramadi	...	,,	Saiyid Muhd. Sa'id Musa Chalabi.
Kubaisah	...	,,	Haji Muhd. Amin Muhd. Salih.
Hit	...	,,	Saiyid Shiha Saiyid Ahmad.
'Anah	...	,,	Saiyid Taha al Rufa'i.
Fallujah	...	,,	Muhd. Amin al Khatib.
Basrah	...	,,	Saiyid Muhd. Sa'id 'Abdul Wahid.
Nasiriyah	...	,,	Saiyid Khalil Saiyid Isma'il.
'Amarah	...	,,	Shaikh Qasim Shaikh Muhd. Dhiya al Din.
Mosul	...	,,	Saiyid Ahmad Saiyid Mahmud al Fakhri.

'Aqrah	...	...	„	Saiyid Muhd. Baha al Din.
Dohuk	...	...	„	Muhd. Rauf Mulla 'Aziz.
Zakho	...	...	„	Ahmad Hamdi Qutub Zadah.
Tall 'Afar	...	...	„	Ahmad Fakhri Muhammad Agha.
Amadiyah	...	...	„	Muhd. Amin al Sulaimani.
Kirkuk	...	...	„	'Ali Hikmat Haji 'Abdul Wahab.
Arbil	...	...	„	Saiyid Yusif Naji ibn Ahmad Agha.
Shaqlawah	...	...	„	Shaikh Mulla Tahir.
Kifri	...	...	„	Saiyid Muhd. Rashid.
Keui Sanjak	...	...	„	Mulla Muhammad.
Hai	...	...	„	Ali al Shawwaf.

SHI'AH (JA'FARIYAH) COURTS.

Baghdad	Naib Ja'fariyah	Haji Shukrullah ibn Ahmad.
Bughailah	„	Shaikh Khalil ibn Shaikh Ibrahim.
Honorary		
'Aziziyah	Naib Ja'fariyah	Saiyid Muhd. 'Ali al Musawi.
Badrah	„	Shaikh 'Ali ibn Shaikh 'Isa.
Balad	„	Shaikh Jawwad Mahfudh.
Ba'quba	„	'Abdul Amir Kubbah.
Basrah	„	Saiyid Muhd. Jawwad.
'Amarah	„	Shaikh Ja'far ibn Muhd. Taqi.
Hillah	„	Saiyid Muhd. Mahdi al Tehrani.
Shamiyah	„	Shaikh Murtadhah al Najafi.
Karbala	„	Shaikh Ja'far ibn Shaikh Bakar 'Alush.
Najaf	„	Shaikh Muhd. Tahir al Samawatli.

COURTS OF WARDS.

Baghdad	...	Director	Saiyid Isma'il al Wa'id.
Basrah	...	„	Muhi al Din al 'Arabi.
Mosul	...	„	Hasib ibn Khalil.

COURTS OF DISTRICT MAGISTRATES.

Baghdad.

Saiyid Muhd. Nuri al Qadhi	District Magistrate.
'Abdul Qadir al Senawi	... First Class Magistrate.
Faiq al Alusi	... Asst. District Magistrate.

Basrah.

'Abdul 'Aziz Mutair	... District Magistrate.
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Mosul.

Daud Wahbi ibn Mulla Sulaiman.	... District Magistrate.
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13. TAPU DEPARTMENT.

The Tapu Department, under the able direction of Mr. Royds, continues its formidable task under difficulties. Its duties as a Land Registry and as an Estate Agency for the Treasury result in its having to serve two masters. The Treasury relies on Tapu to supply all information regarding Government lands, and although Tapu has supplied such lists as was possible, the Treasury has not yet compiled a proper record. Tapu, moreover, is by law the representative of the Government in all judicial proceedings relating to miri land. This led to difficulties in certain cases in which the views of the Treasury did not coincide with the views of Tapu, and on more than one occasion resulted in the Government being inefficiently represented in Court by a Tapu Mamur, who, with the best intentions, lacked legal knowledge. An arrangement has now been come to whereby Tapu instructs a lawyer, nominated by the Treasury, who, while nominally representing Tapu, takes his instructions directly from the Treasury. Further, in regard to the assessment of badal mithl, *i.e.*, the price paid for Government lands, Tapu is required to make an assessment subject to the final decision of the Treasury. The remedy for this inconvenient state of affairs is for the Land Registration to be separated from the administration of Government properties, and for the latter work to be undertaken by a properly organized Department of Lands under the Treasury or, as the Director of Tapu suggests, by a Ministry of Lands.

New regulations have been formulated for the registration of 'uqr rights, and a title deed of distinctive appearance has been prepared. The old system of registration of 'uqr (a mulk right) on the ordinary form of deed has been found to lead to false claims to the actual ownership of the land.

A notification was issued, towards the end of the year, that no interests in trees or buildings could be registered in Tapu unless a corresponding interest in the land was also registered. It had long been the practice to issue deeds for the trees or buildings of one man on the land of another. The notification was regarded by some of the older Tapu officials as a somewhat revolutionary innovation.

The area covered by the new Military Cantonment at Hinaidi has been completely surveyed by the Tapu Department survey staff, the ownership investigated and the boundaries demarcated, involving an area of about 2,750 acres. It has not been settled yet what procedure shall be adopted to secure to the British forces the occupation of the various lands concerned.

The registration of the lands acquired in 1920 for railway purposes at Baghdad has been proceeded with, and as far as possible completed, but the registration of those portions acquired by the Germans shortly before the war, and now intermingled with those newly acquired, is in abeyance pending the decision of the Court in matters of title.

The records of sales of mortgaged property and the stated purchase price of sales by private contract show that there has been a fall of about 23 per cent. in the value of property in Baghdad, 10 per cent. in Basrah and 48 per cent. in Mosul. There is a marked increase in the number of mortgaged properties put up for sale and a great difficulty in finding buyers.

The Tapu survey operations have undergone some changes during the year owing to its being found necessary to have more expert supervision over the increased work required to keep pace with the demand for registration. During the previous year the Tapu Survey Section, distributed throughout the country, was under Mr. A. J. Booth, lent by the Survey Directorate, who had with him two Indian Superintendents, three Inspectors, and a staff of about 80 local surveyors and draftsmen. Early in the year it was proposed that all the survey work should be undertaken by the Director of Surveys, and his staff of three British Officers, working in co-operation with Tapu. This was finally arranged in a modified form, the two Directorates remaining separate but working in close co-operation, Surveys undertaking all the general survey of the country and any large surveys required by Tapu, while Tapu continued to do the smaller surveys necessary for registrations. Mr. Booth, therefore, returned to the Survey Directorate on the 1st June, 1922, and one superintendent, two inspectors and 42 surveyors and draftsmen were also transferred with him, leaving Tapu with 37 surveyors and draftsmen distributed throughout the country, and one inspector, Mr. Jalil Qadr, with headquarters at Baghdad. During the year the Tapu surveyors have surveyed 487 square miles of properties, embracing 3,408 separate investigations for registration, and 3,000 other surveys of property for record plans. 110 maps surveyed by the Tapu staff have been printed by the Survey Directorate and distributed to the various Tapu officers concerned.

The municipal boundaries of the following towns have been demarcated in conjunction with the municipal authorities:—Fallujah, Hit, Ramadi, Qazil Robat, Hindiyah, Musaiyib, Badrah, Tikrit and Daur.

During the year, 15 apprentices were trained by Inspector Jalil Qadr, the area selected as training ground being the Muhannawiyah and adjoining lands near Hillah, then under survey for registration purposes. This embraced an area of about 320 square miles, and although only apprentices were employed, the close supervision by the Inspector, and by Mr. Booth before he left, resulted in maps suitable for printing. Full use has thus been made of the apprentices' work, which, under ordinary circumstances, would have been wasted.

The survey work on the whole continues to be appreciated by the people, though in some cases there have been complaints against the fees and fear lest a correct survey might reveal an excess of area to that stated in the Turkish registrations, which were largely a matter of guess work, and the excess be resumed by Government.

SCHEDULE SHOWING PARTICULARS OF TRANSACTIONS REGISTERED
DURING THE YEAR, 1922.

	Total No. of sales of all kinds of proper- ties.	Fees realized.	Total No. of mort- gages of all kinds of proper- ties.	Fees realized.	Total No. of inheri- tance of all kinds of proper- ties.	Fees realized.	Average fee per sale.
		Rs.		Rs.		Rs.	Rs.
Baghdad Liwa	2435	228786/11	2285	60187/9	1370	32651/1	94
Basrah "	1043	127317/2	601	23752/8	599	45320/4	122
Mosul "	1462	25811/2	350	4268/8	454	8508/10	18
Baghdad Mantagah	4942	290635/2	3329	67176/11	2444	46901/1	59
Basrah "	1412	147140/-	786	26640	967	53443/2	104
Mosul "	2102	34655/7	510	5267/12	773	7507/14	16/8

Total Mujaddad (i.e. New) Registrations.				Fees realized. Rs.
Baghdad Mantagah	...	...	571	25029/2
Basrah "	...	...	558	50444/-
Mosul "	...	...	669	12048/-

REGISTRATIONS OF LANDS ONLY DURING THE YEAR, 1922.

	Nos. of sales of lands only.	Fees realized.	Nos. of mort- gages of lands only.	Fees realized.	Nos. of inheri- tance of lands only.	Fees realized.	Average fee per sale.
		Rs.		Rs.		Rs.	Rs.
Baghdad Mantagah	88	16039/4	23	773/8	50	2488	182
Basrah "	10	245	6	61/2	1	19/4	24
Mosul "	606	8243/3	35	773	445	3129/3	13/8

SECTION VI.—THE MINISTRY OF COMMUNICATIONS AND WORKS.

1. GENERAL OBSERVATIONS.

This Ministry has been responsible for the direction of the activities of the Departments of Posts and Telegraphs, Public Works, Irrigation, and Surveys during the whole of the year under review. In October, 1922, the Department of Antiquities was formed and Miss G. L. Bell, C.B.E., appointed as Honorary Director. A brief report of the Ministry in its various spheres of activities is appended by Departments.

His Excellency Sabih Beg Nashat held office as Minister from April, 1922, to October, 1922; His Excellency Yasin Pasha al Hashimi succeeded him in November, 1922, and was still in office at the end of the financial year.

2. LAWS.

The following laws affecting this Ministry have been approved and passed by Government :—

- (1) Law for Money Order Commission.
- (2) Amendment to the Law for Money Order Commission.
- (3) Law amending Inland Telegram Rates.
- (4) Postal Parcels additional charges Law to meet Customs Duties.
- (5) The Law as to storing-fees on Parcels kept by the Administration of Posts.
- (6) The amendment to the 'Iraq rates of Postage and Postal Fees Amendment Rules, 1921.
- (7) Law for the maintenance of Public Roads.

The following laws are under preparation :—

- (a) Law of Antiquities governing excavation and the trade and export of antiquities.
- (b) Irrigation and Bund Law.
- (c) Electricity Act.

3. POSTS AND TELEGRAPHS.

Postal Department.

Establishment.—During the year under report the question of establishment has been acute. The difficulty has been the maintenance of a modicum of efficiency, whilst repatriating trained foreign staff who have been replaced by local employees with little or no previous experience. The year closed with 688 postal officials of all classes, as compared with 1,090 at the close of the previous year. The percentage of 'Iraqis now employed is 83 per cent. as compared with 80 per cent. for the year 1921-22.

Budget Allotment.—The expenditure during the financial year 1922-23 is in the neighbourhood of Rs.22,60,000, and the budget allotment approximately Rs.28,50,000. But for the duplication of appointments necessitated by the engagement of 'Iraqis for training to fill vacancies caused by the subsequent repatriation of trained Indian officials, a further saving on the budget allotment might have been effected. Of the total expenditure, Rs.5,50,000 represents liabilities incurred during previous years.

Post Offices.—During the year, 14 Post Offices which gave no promise of development were closed. On 31st March, 1923, 78 Offices were in operation, 30 of which were maintained solely for administrative or political reasons. The number now open represents one Post Office for every 1,490 square miles and 36,000 (approx.) head of population.

Postal Communication.—Mail communication is maintained in 'Iraq over a distance of 2,460 miles. Communication is maintained over 1,164 miles by pack animals and runner service, 690 miles by train, 76 by motor transport, and 530 by river service, *i.e.*, river steamer, motor launches, etc. Considering the various methods adopted for the carriage of mails and the difficulties of communication in a country with bad roads and little security, the relative efficiency of the mail service is satisfactory. As an experimental measure the old Turkish route for conveyance of mails between Baghdad and Mosul Wilayats via Kirkuk was tried. From Baghdad to Kingarban mails travelled by rail and thence via Kifri, Kirkuk, and Arbil to Mosul by horse transport. Owing, however, to the country surrounding Kirkuk being disturbed, there were highway robberies of mail bags on this line and it was considered unsafe to continue the route. The Sharqat route for Mosul was consequently reverted to.

On 31st December, 1922, the railway line from Khanaqin to Tiaruq was closed for public traffic, necessitating the exchange office between 'Iraq and Persia being moved from Tiaruq to Khanaqin, when a branch railway line between Baghdad and Hindiyah Barrage was opened, and mails from and to Karbala, Najaf, and Kufah were immediately transmitted by rail.

Air Mail.—During the year under report the inward air mail correspondence increased by 50 per cent. as compared with last year. The number of articles received and despatched was:—

				<i>Unregistered.</i>	<i>Registered.</i>
Received	...	...	...	70,878	7,178
Despatched	...	...	...	157,236	9,673

These numbers do not include mails for the High Commissioner, Air Headquarters, Legation, Tehran, and Persia.

The use of this service was extended to other countries besides the United Kingdom and Egypt, and letters by Cairo-Baghdad Air Mail were received and despatched from and to nearly every country in the world, while direct mail bags were received from Geneva, Marseilles, Munich and Constantinople.

Postal Articles.—The total number of postal articles of all kinds, excluding money orders, transmitted during the year is estimated at 6,950,000, being 1,700,000 less than the preceding year. Details are as follows:—

Paid letters	...	...	...	5,679,232
Unregistered	...	...	...	260,888
Postcards	...	...	...	226,836
Packets	...	...	...	564,668
Registered letters	...	...	...	211,132
Parcels	...	...	...	45,552
				<hr/>
				6,988,308

It is computed that, out of a total of 7,400,000 articles and money orders received for delivery, 97 per cent. were actually delivered or paid and that less than a quarter of the total business that passed through Post Offices was in Arabic.

Dead Letter Office.—The Dead Letter Office dealt with 150,000 articles, of which 50 per cent. were either redirected to the addressee or returned to the sender. When it is recollected that many articles were received without addresses and that many more were received for persons who had left the country without furnishing their revised addresses, the result is satisfactory.

Money Orders.—The total number of money orders of all kinds, Inland and Foreign, issued was over 50,000 in number of the aggregate value of 78½ lakhs as compared with 100,000 in number of the value of 139 lakhs in the preceding year.

Of this amount the number of sterling	
M.O.s were	2,850
Of the value of	£14,400
And Foreign Rupee M.O.s numbered	58,832
Of the value of	50½ lakhs.

Complaints.—The number of complaints made by the public was 2,850 as against 4,632 in 1921-22. Of the total number 19½ per cent. was found to be justified, while 1,030 or 36 per cent. proved to be groundless. In the remaining cases either no definite conclusion could be arrived at or the investigation had not been completed by the end of the year.

Value-Payable System.—The Value-Payable System between Iraq and India has not been a success and was abolished.

Frauds.—Compensation amounting to Rs.2,000 was paid during the year in respect of registered letters, packets and parcels lost or damaged in course of transmission by post.

The number of postal officials dealt with for criminal offences was 18, of whom four were convicted in court and the remainder punished departmentally, as against 20 offenders and 12 convictions in the preceding year. The defalcations and losses amounted to Rs.6,926/0/9, as compared with Rs.6,674/3/7 in 1921-22. By the end of the year adjustments had been effected to the extent of Rs.1,535/1/6, and Rs.5,390/15/3 was written off.

There were only four cases of highway robbery of mails during the year.

Customs Duty.—Customs Duty, aggregating over 4½ lakhs, was realized on parcels from abroad as compared with 4 lakhs in the preceding year.

General.—The principle changes during the year were :—

- (1) Publication of revised Postal Guide in two volumes.
- (2) Adoption of the decimal metric system of weight in all postal business.
- (3) Revision of the rates of commission on inland money orders from the 1st June, 1922.
- (4) Revision of the parcel postage rates to the United Kingdom and Egypt and Sudan.
- (5) Revision of the rates of postage of correspondence to India.
- (6) Revision of the fee for the Advice of Payment for Foreign Rupee Money Orders.
- (7) Revision of the registration fee on postal articles.
- (8) Revision of the postal fee on inland foreign parcels for the performance of Customs formalities.
- (9) Introduction of the demurrage fee on parcels at the rate of one anna per day.
- (10) Arrangements with Foreign Administration for a period of detention of parcels for delivery. The period fixed was 15 days.
- (11) The rate of payment of B.P.O.s irrespective of their dates of issue was fixed at the current rate of exchange instead of the rates at which the British Postal Orders were originally issued.
- (12) Removal of the prohibition against the importation by parcel post into Iraq of articles of gold and silver and jewellery from 4th October, 1922.
- (13) Removal of the restriction against the transmission by registered post of currency notes from 21st December, 1922.
- (14) Removal of the restriction against the partial prepayment of postage on letters and post cards for the United Kingdom and India from 10th November, 1922.

- (15) Introduction of inland telegraph money orders written in vernacular language for transmission.
- (16) Introduction of the V.P. System between Kuwait Post Office and the Post Offices in India from the 1st October, 1922.
- (17) Parcel Post agreement with Egypt was entered into and submitted to Government for acceptance.

A postal conference at Bushire was held on the 5th, 6th, 7th, 8th and 9th December, 1922, between the delegates of the Postal Departments of India, Persia and 'Iraq to consider the manner and date of transfer of the Indian and 'Iraq Agencies in the Persian Gulf and in Arabistan to the Persian Government. Captain A. R. Augier, Deputy Director of Posts, was deputed by Government to represent the 'Iraq Post Office. Agreements with Persia relating to money order, V.P. and parcels post services were entered into; their ratification by the Persian Government is awaited.

During the year there was considerable infringement of the monopoly vested in the Post Office for carriage of correspondence, with resulting loss of Postal revenue, due to public forwarding correspondence through private agencies. Steps have been taken to stop this practice which appears to have been in force for a considerable number of years.

Telegraph Department.

Establishment.—The establishment of the Telegraph Department has been reduced by approximately 50 per cent. during the year under report. The number of officials of all classes now employed is 467, of which total 'Iraqis represent 82.5 per cent. Every effort has been made to train 'Iraqis for the skilled posts, such as Inspectors, Mechanics, Engine Drivers, etc., but the results have not been very satisfactory.

Budget Allotment.—The Budget allotment for the year under report was Rs.25,44,700 of which—

Rs.1,70,000 was allotted for the maintenance of telegraph and telephone lines,

Rs.50,000 for apparatus and plant, telegraph and telephone,

Rs.2,86,000 for new telegraph and telephone lines.

General Survey Engineering.—To improve the condition of the distant lines in the Mosul area and to minimise the maintenance charges in that area, the Mosul-Aqrah, Mosul-Zakho, and Arbil-Keui sections were strengthened with iron poles. The cable, post, and wire mileage was increased by 27.50, 14.00 and 1,255 respectively, bringing the total line and wire mileage to 2,961 and 13,255 respectively at the end of the year.

Local Disturbances.—Considerable damage was done to the telegraph lines in the Keui Sanjaq and Sulaimani areas. Immediately after the restoration of temporary communication

with Keui Sanjaq from Arbil, this section of the Arbil-Qal'adiza telegraph line was thoroughly repaired, damaged wooden bullies being replaced by galvanized iron poles, at a cost of about Rs.4,200.

Slight damage was done to the Kirkuk-Sulaimani line, but communication with Sulaimani was maintained. The repairs effected on this section are of a temporary nature. The Keui-Qual'adiza and Sulaimani-Halabja sections have not been reconstructed. When the reconstruction is taken in hand a considerable expenditure on material will be involved.

Inter-tribal fightings between Nasiriyah and Shatrah caused damage to the telegraph lines to the extent of Rs.450. The disturbances were purely local and not against the Government. Communication was restored as soon as the tribes had dispersed.

Interruptions.

During the year, 1,046 faults developed on inland telegraph lines with a duration of 17,200 hours, an average of about $16\frac{1}{2}$ hours for each fault. When considering this comparatively high duration per fault, it should be borne in mind that the total duration includes such interruptions as Keui-Arbil, 22 days, Kirkuk-Sulaimani, 25 days, which occurred during the disturbances when road communication was cut off.

There has been no serious delay to telegraphic traffic between the main centres in 'Iraq or between 'Iraq and foreign countries.

Theft of Line Stores.

There were petty thefts of materials from Hillah station. Eight miles of posts and wire between Suq and Bani Sa'ad have been stolen by the tribes in the vicinity. The approximate cost of restoring communication on this line is estimated at Rs.5,000.

Telegraph Line Construction and Reconstruction and Maintenance Repairs.

During the year about 150 miles of posts with 321 miles of wire were erected, and about 135 miles of posts with 509 miles of wire were dismantled, resulting in a net increase of 15 miles to line mileage, and decrease of 188 miles to the wire mileage of the Department.

Telegraph Stores.

The value of telegraph stores obtained during the year amounted to about Rs.75,000 as follows:—

	<i>Rs.</i>
(a) England	50,000
(b) Local purchases	24,000
(c) India	1,000

The value of stores issued during the year amounted to Rs.1,00,000, as shown below :—

	<i>Rs.</i>
(a) Departmental	55,000
(b) Sale of stores to other Departmental and contribution works.	45,000

Telephones.

The completion of the work of installation of the automatic telephone system at Basrah was delayed to some extent owing to non-completion of exchange buildings and other unforeseen difficulties. This system was brought into operation with effect from the 17th June, 1922, and is working very satisfactorily. Unfortunately, the great decrease in the demand for telephones in Basrah has caused this venture to be less profitable than was expected. Any improvement in the trade of the town, coupled with the gradual formation of the telephone habit by 'Iraqis, will make this investment profitable to Government.

The following table shows the number of telephone connections and of Departmental exchanges during the last three years :—

	1920-21.	1921-22.	1922-23.
Basrah System	530	507	272
'Amarah „	44	32	15
Nasiriyah „	28	16	—
Baghdad „	466	424	456
	(including 141 internal and external extensions)	(including 136 internal and external extensions)	(including 108 internal and external extensions)
Kut „	23	6	—
Mosul „	—	—	31
Departmental Exchanges	1,091 12	985 11	774 10

On 31st March, 1923, there were 774 exchange connections and 30 non-exchange connections, with a gross rental of Rs.3,27,953, as compared with 979 and 54 respectively with a gross rental of Rs.5,77,000 on 31st March, 1922.

Trunks.

During the year 57 trunk lines (including reconstructions on installation telephone system at Basrah) were constructed to interconnect Departmental Exchanges and non-Departmental Exchanges with Departmental Exchanges. The total post mileage and wire mileage of 95 trunks owned and maintained by the Department on the 31st March, 1923, were 45.27 and 492.96 respectively.

Non-Departmental Telephone System.

The construction of a telephone system within the limits of the Hinaidi Cantonment for the Royal Air Force, was completed on the 4th January, 1923.

Underground and Aerial Cables.

1·94 miles of underground telephone cable, having a conductor mileage of 531·75, were laid in Basrah in connection with the automatic telephone system, and 23·73 miles of aerial telephone cables, with conductor mileage of 941·09, were erected at Baghdad and Basrah during the year.

1·87 miles of telephone cable, having a conductor mileage of 37·90, were dismantled owing to abolition of the Right and Left Banks Exchanges in Baghdad.

Instruments and Wires Rented to Railways.

Telegraph wires and instruments rented to the 'Iraq Railways during the last three years are given below :—

	31st March. 1921.	31st March. 1922.	31st March. 1923.
Wire mileage	2,300	2,125	1,806
Instruments	176	162	159

The decrease in wire mileage and number of instruments is mainly due to the termination of Baghdad-Tiaruq Section at Khanaqin, release of Baghdad-Baiji main wire on the Baghdad West-Sharqat Section and dismantlement of Hinaidi-Kut Sections.

The earnings from this source during the year were Rs.1,52,906 as compared with Rs.1,73,728 during the year 1921-22.

Wireless.

The new wireless station of the latest thermionic valve type, the erection of which was taken into hand in 1921-22, was completed during the year, and the station was brought into operation with effect from the 25th January, 1923.

The trial results are most satisfactory, much better results having been obtained with this three kilowatt set than with the old set of 30 kilowatts. Financially, the station is not paying, but the loss is not large. The loss is mainly due to the fact that the Royal Air Force transmits most of their foreign traffic through their own wireless stations.

The wireless station at Maidan-I-Naptun was maintained by this department for the Anglo-Persian Oil Company. This will not be the case in future, as the Company have decided to man the station themselves from the beginning of the next financial year.

The British wireless news service telegrams transmitted by the Leafield (Oxfordshire) Station continue to be received regularly during the year by the Basrah Wireless Station.

General Survey.—Traffic.

The number of telegraph offices open for paid public traffic at the close of the year was 128. This number consists of three departmental offices, 60 combined posts and telegraph offices, and 65 railway offices. Twelve offices deal with vernacular inland traffic only, 24 with English and vernacular inland traffic and 28 with both inland and foreign traffic.

There was a decrease of 32.23 per cent. on the last year's figures in the total number of inland and foreign paid telegrams (including services).

Six hundred and fifteen thousand and seven telegrams were transmitted during the year, as compared with 907,603 in 1921-22; and the number of signalling operations entailed in their despatch from the office of origin to the office of destination was 1,455,349, giving 2.3 operations per telegram, as compared with 2,390,455 and 2.6 respectively for last year.

Training Class.

During the year six 'Iraqis passed out from the telegraph training classes at Basrah and Baghdad as qualified sorting clerks and telegraphists. The training classes were closed on 1st April, 1922, and 8th July, 1922, respectively, as sufficient staff had been trained to meet immediate requirements.

Persian Lines of Communication.

The remaining offices in the Persian Lines of Communication were closed during July, 1922, and the entire staff was withdrawn.

Abolition of Provincial Services.

The provincial service of the signalling establishment was abolished with effect from 1st July, 1922, as the conditions under which the services were introduced had changed, and sufficient recruits from out stations were obtained to provide 'Iraqis with employment in their home towns after passing out from the training class. The slight discontent caused thereby at first ceased when it was realized that by passing the required examination they could be promoted to the 1st grade of sorting clerks and telegraphists. This resulted in saving to the Department approximately Rs. 25,260 per annum.

Replacement of Foreigners by 'Iraqis in Technical and Supervising Duties.

We have been most successful in training 'Iraqi lads as telegraphists, telephone operators, etc., but unfortunately those most teachable are very young, and by reason of their youth are still unsuited for positions of responsibility.

Overtime.

The sum of Rs.3,592/6 was disbursed to the staff as overtime allowance for disposal of the work outside the ordinary hours of duty, as compared with Rs.9,068/4 and Rs.6,234/8 during the year 1920-21 and 1921-22 respectively.

Overtime is the only economical method of dealing with business that varies considerably in volume, and which has to be conducted on every day of the year.

Improvements in Working.

Since the introduction of direct Wheatstone working between Baghdad Central Telegraph Office and Karachi and Tehran, delays to foreign traffic have been greatly reduced, and traffic complaints have fallen immensely. Direct working has also enhanced the efficiency of the service and has cut out the double transmission at Basrah.

As an experiment the Baghdad Central Telegraph Office was in direct telegraphic communication with the Indo-European Company's telegraph office at Warsaw in Poland on the 1st of February, when satisfactory results at 50 words per minute were obtained. Delays to inland telegraphs on main lines are now almost negligible. Operating efficiency has greatly increased owing to the progress made by the youthful 'Iraqi telegraphist.

Inland Telegrams. Number and Value.

Traffic continues to fall owing to the curtailment of military activity and to the use by the Royal Air Force of their own system of wireless telegraphy in the country. The inland traffic (excluding services) totalled about 327,249 messages between 1st January, 1922, and 31st December, 1922; the aggregate value of which was approximately Rs.8,24,828. This shows an average charge of Rs.2/7/10 per telegram booked, as compared with Rs.2/10/0 during last year.

Change in the Booking Hours.

The working hours of the Central Telegraph Offices, Basrah and Baghdad, having been changed from "open always" to 07:00 to 21:00 hours, enabled further economy in establishment to be made. Practically no urgent telegrams are tendered by the public during the closed hours except an average of one or two messages daily in the date season.

Foreign Traffic.

The total number of foreign telegrams dealt with during the year was 112,550, of an aggregate value of Rs.13,11,888, as compared with 181,588, of the aggregate value of Rs.20,57,451, during the corresponding period of last year. This shows an

average charge of Rs.11/10/6 per telegram booked as compared with Rs.14/2 during the corresponding period of last year. The total number of incoming foreign telegrams was 116,597, as compared with 194,127 during the previous year. The 'Iraq share of the revenue of foreign incoming and outgoing telegrams was Rs.4,84,830, as compared with Rs.8,36,467 for the corresponding period of last year.

Mixed Telegraph and Air Mail Service Between Baghdad and Cairo.

A system under which telegrams could be sent to Baghdad from outlying stations for despatch by the Air Mail was introduced, but appears to meet with little support.

4. THE PUBLIC WORKS.

General.

During the year under report various alterations were made in the general administration of the Department in its relations to other departments. Until the end of the financial year, 1921-22, the Public Works Department was responsible for (a) the repairs and maintenance of all Government buildings, or buildings occupied by Government Departments, and (b) the amount expended on electric current and the maintenance of all installations. In the new financial year sums allotted for such works were included in all departmental Budgets.

It has been found, however, that in most cases, and in practically every case in the matter of major repair works, the Public Works Department has been requested to carry them out on behalf of departments.

Budget Allotment.

The total budget allotment to the Department was Rs.32,28,900, of which Rs.12,30,500 was allotted to new and continuation works, and Rs.9,91,000 to repairs of buildings, roads and bridges, etc.

The necessary policy of stringent economy which the Government was following had the effect of throwing upon the Public Works Department a considerable amount of work which was not shown in the budget allotments, namely, contribution works or works which were financed from public subscriptions.

At the beginning of the financial year contribution works to the extent of approximately Rs.35,00,000 were in hand or projected. A considerable number of these works were on behalf of the Air Force and the Levies.

Continuation Works or Works which were started prior to the commencement of the year under report.

The following are the principal works which were under construction at the opening of the financial year :—

Agricultural Institute, Rustam.—The construction of the institute commenced in the early part of 1921 at the urgent request of the Department of Agriculture for an adequate building in which research work could be conducted with efficiency. The site selected in the centre of the experimental farm, which had been started two years previously, was eminently suitable for the new building. The work was practically completed by the end of the year under report.

The estimated cost is Rs.2,75,000.

New Telephone Exchange, Basrah.—A temperature as equitable as possible and freedom from dust were two of the main factors governing the construction. The buildings were completed during the year at an estimated cost of Rs.1,00,000.

Divisional Adviser's Residence, Ramadi.—This building, from the point of view of design, is the most satisfactory type of official residence in the outlying districts. It gives privacy with the maximum of modern comfort, and, built as it is on the courtyard plan, it can be easily defended.

New Road—Basrah to Abul Khasib.—The temporary bridges, especially those of the pontoon type, have been very costly in maintenance and are being rapidly replaced by permanent structures. It is anticipated that all permanent bridges will be completed by the end of the current financial year. The cost to Government to the end of the year under report has been Rs.1,20,000.

Contribution Works started prior to the commencement of the financial year, 1922-23.

Arbil Water Supply Scheme.—This scheme, which was taken over from the Military authorities, presented peculiar and great difficulties. These have been overcome and the scheme, which only adequately supplies the lower town, is now complete and working satisfactorily.

Maude Memorial Hospital, Basrah.—This scheme is the largest undertaken up to the present by the Department. Subscriptions collected in Basrah for the purpose of perpetuating the memory of the late Lt.-General Sir Stanley Maude, were devoted towards the erection of a hospital. The Government agreed to allot over a period of years a sufficient amount from General Revenues to permit of the erection of an up-to-date institution. The scheme at present in hand is estimated to cost Rs.14,00,000, of which a sum of Rs.4,00,000 approximately is available from public subscription. Approximately Rs.4,50,000 were spent during the year.

Maude Memorial School, 'Amarah.—The method of construction, which was the same as that adopted in the 'Awaina School, Baghdad, was new to the country. The armoconcrete principle for floors and ceilings, which from experience up to the present is entirely satisfactory, was introduced by Messrs. Cotterell & Greig, Ltd., of Baghdad and Basrah.

The School is a primary one and accommodates 304 pupils in comfortable and well-ventilated rooms. Together with 'Awaina, this School is a marked advance on educational buildings in this country.

The building was completed and opened during the year. The estimated cost is Rs.2,00,000, Rs.75,000 of which was from funds locally subscribed.

Water Supply Scheme for Mosul.—The population of the town is about 65,000, and the scheme is prepared to supply ten gallons per head for a population of 75,000. Forty-eight stand pipes are arranged throughout the town for the convenience of the poorer people. Two 50 h.p. Clayton Shuttleworth Semi-Diesel engines, driving 6-inch Worthington Simpson Centrifugal pumps, deliver the water through a 10-inch rising main to the reservoir. The pumping station has been designed as a complete scheme, including sedimentation and filtration plant. The reservoir is of 600,000 gallons capacity, divided into two compartments, which will allow twelve hours' settlement. The installation of fire hydrants and other additions to the original scheme bring the total estimated cost to Rs.7,88,000.

New Works or Works started during the year under report.

The following are the principal new works :—

Small Pavilion for His Majesty the King.—The extreme inadequacy of the accommodation which could be offered to His Majesty the King after his arrival in the country necessitated the erection, in the vicinity of His Majesty's residence, of a small building where facilities for the convenient entertainment of His Majesty's guests might be arranged. The building, which is rather unusual in plan, is more on the lines of an entertainment pavilion than a residence. Every endeavour was made to secure an attractive appearance and aspect, and in a measure this endeavour has been successful. Mosul marble, treated with a preservative solution of impervium, was extensively used as a decorative feature. The approximate cost is Rs.1,10,000.

New office for His Majesty the King.—A large portion of the Sarai, Baghdad, in which was located His Majesty's offices, collapsed in the early part of the year. To provide other accommodation a scheme was therefore put forward for the construction of offices in the close proximity to the Royal Pavilion. This scheme is now in progress and is estimated to cost Rs.80,000.

Diwaniyah-Abul Sukhair road.—A long-felt want has been satisfied by the construction of this road. Not only will it prove a great boon to pilgrims to and from Najaf, but it will open up a part of the country which has hitherto been almost inaccessible. Three large bridges and about 20 culverts were necessary and almost all these have been completed. The road is now completed for all traffic from Diwaniyah to Umm al Ba'rur, and the remaining portion will be completed when the present floods subside.

Arbil, Makhmur and Sharqat Road.—Although several of the bridges, which are small ones, are temporary, the road is now passable for vehicular traffic. The through connection was completed by the construction of a boat ferry for cars at Sharqat. It is an important road and the installation of permanent bridges should be undertaken.

Contribution Works undertaken during the year under report.

Maude Memorial School, Kut.—This is a small school, containing seven class-rooms and accommodating 107 pupils, erected from funds subscribed to the memory of General Maude. It was officially opened on 16th December, 1922, by Air Vice-Marshal Sir J. Salmond, K.C.B., C.M.G., D.S.O. The cost is Rs.21,000.

New Bridge over 'Ashar Creek, Basrah.—The new bridge was constructed to replace the Whitely Bridge which had become unsafe. It is a double-way bridge, designed to carry an axle load of $5\frac{1}{2}$ tons, and forms part of a general scheme of improvement. The site has been selected with due regard to the eventual development. The provision of an opening span permits the free passage of floating craft. Towards the total cost of approximately Rs.60,000 paid from Municipal funds, Rs.17,200 were raised by private subscription.

The College Al al-Bait.—Very shortly after the accession of His Majesty King Faisal to the throne of 'Iraq, His Majesty expressed a keen desire for the improvement of educational facilities in his kingdom. No facilities existed for higher or specialist education, and the youth of 'Iraq was, and still is, compelled to secure the necessary training for higher education in universities and colleges outside his native land.

Without delay His Majesty started the organization of a scheme for an institution to meet this deficiency. Plans were prepared by the Public Works Department for a large and complete university, the erection of which will be undertaken gradually as funds permit. The Government were unfortunately unable to make immediate allotments, but the wealthy Ministry of Auqaf, with most commendable promptitude, offered to bear the cost of the erection of certain portions of the scheme.

The scheme, as designed and as at present under construction, is an ambitious one. A long narrow garden stretching from the river to the main Baghdad-Mu'adhdham road was chosen as the site. The garden is Auqaf property and again the Ministry of Auqaf showed its public-spirited generosity by offering the site free. The shape of the garden presented certain difficulties to the design of the lay out, but by changing the central axis 45 degrees at the central feature the chief difficulty was overcome.

The main entrance is from the Baghdad-Mu'adhdham road, through an uncultivated garden. Across a second public road the main garden is reached. On each side of the main road or avenue of approach are placed the buildings of the various faculties of the institution, together with such subsidiary buildings as are necessary.

A Committee, appointed by His Majesty the King, decided that the university should consist of the following faculties:—

1. Theology.
2. Teachers' Training.
3. Law.
4. Medicine.
5. Engineering.
6. Science.

A large and monumental central block terminates the vista from the road and also that from the river. This central block will contain a small lecture theatre, a museum, and the central college library, besides several smaller rooms accommodating the principal and his staff. The main feature of this building is the large central dome covering the main entrance hall. This dome, which is over 50 feet span, will be much the largest in Iraq.

Between the central block and the river is situated the residential area where students will be accommodated in blocks or houses and where residence for the professors will be erected.

The Ministry of Auqaf has agreed to bear the cost of the erection of the theological building, the central block, the mosque, and a portion of the residential area.

The working plans for the Theological College were prepared during February and March, 1922, and on 7th April, 1922, the foundation casket was placed in position by His Majesty the King and the work of construction began. For an institution of this description it was decided that only the very best of constructional materials and methods should be used and adopted, and though no extravagances have been indulged in the structure is thoroughly sound in every detail. From an architectural point of view the main endeavour has been to secure dignity through the medium of scale and simplicity. All the buildings are designed to subordinate themselves to the central block which should stand out conspicuously; concentration of mass, scale and decoration has been made on the design of this building.

The Theological College, the estimated cost of which is Rs.4,00,000, is being constructed departmentally by the Ministry of Auqaf, the design and supervision being undertaken by the Ministry of Public Works.

The main plans of the central block are now completed and the foundations have been excavated. The actual work of construction should be started almost immediately. The building is much more ambitious than anything which has been undertaken in this country for centuries and demands most careful thought and study. The poor quality of building materials makes imperative a large factor of safety in design. It is estimated that the work of construction will take about five years and the cost, carried out on the same lines as the Theological College, is estimated at Rs.10,00,000.

The design for the residential area has not been started; a few rough sketches have been submitted to His Majesty the King in order to secure his views. These designs should be undertaken during the course of this year.

Electrical and Mechanical Branch, Public Works Department.

This branch has continued to exist in the form of one officer, acting in an advisory capacity at headquarters. In addition to general routine matters referred to headquarters by executive Divisions, the works dealt with comprise :—

Nasiriyah water works and electricity supply.—Works purchased from the Military were converted to the needs of the Municipality and were carried to completion and inaugurated in April, 1922, as a Municipal Water Supply Works, with a subsidiary plant for electricity supply on a small scale.

Kirkuk electricity supply.—This scheme, begun in 1921, was inspected and inaugurated in April, 1922.

Ramadi electricity supply.—This small scheme was transferred, under controlling regulations, to an iltizam, in May, 1922.

Samarra water works.—A design was worked out in July, 1922, but the Municipality have not yet been granted a licence.

Report on Baghdad water works.—After careful study a definite scheme was worked out in June, 1922. This scheme now waits for necessary funds, and the probable formation of a company to take over the whole system. Controlling regulations for such a company have recently been drafted.

Mandali water power utilization.—This question was examined in November, 1922, and recommendations made of certain measures to increase the available power.

Karbala electricity supply.—Examined in October, 1922, as a scheme for electric lighting the shrines of Husain and 'Abbas. Certain negotiations are proceeding at the present time towards the formation of a syndicate.

Najaf electricity supply.—Inaugurated in March, 1923, for supply to the Mosque. The plant will be extended for general public supply in future.

Basrah water works.—Improvements have been made to the existing system which was purchased from the Military early in 1922. The carrying out of an entirely new scheme is held in abeyance.

'Amarah electricity supply.—Arrangements have been made for subsidiary electrical plant in the water works pump house and the retention of certain ex-military power lines.

Hillah water works.—An application for 50 years' concession was examined in October, 1922, and was rejected. The works contemplated did not qualify for the 50 years' class.

Scheme for Euphrates bridges.—Estimates for necessary working plant have been prepared and certain purchases made. Preliminary bridge designs are in hand.

Maude Memorial Hospital, Basrah.—Complete schemes for water, lighting and sanitary services have been prepared and an agreement with the Municipality for the supply of water has been made.

Baghdad electric power supply and tramway scheme.—A draft concession, based on the terms of the original Turkish Concession of 1912, has been prepared for submission to the Council of State.

General and technical regulations for the control of electricity supply undertakings.—A draft law has been submitted to the Ministry of Justice for final consideration.

Bridges.

Accident to the Maude Bridge during the year 1922.—In April, 1922, a large barge broke loose from its moorings and struck the cut section of the Maude Bridge, driving it out of alignment and causing a considerable amount of damage. The river was in flood and but for the timely action and untiring efforts of the bridge crew the result might have been very serious. Within eight days the bridge was again opened to all traffic. The cost of the damage, which was borne by the Mesopotamia-Persia Corporation, Ltd., was Rs.10,636/7.

Accident during flood of 1923.—On 23rd March, 1923, a much more serious accident happened to the bridge. The river rose

to a record height and the velocity of the current was unprecedented. Early in the morning the still increasing velocity of the river overstrained the fixed portion of the bridge and fifteen pontoons were carried away.

These two unfortunate accidents to this bridge, which is much the best floating bridge in this country, exemplifies the great necessity for the introduction of more permanent and less vulnerable methods of construction.

Transport Branch, Public Works Department.

The Transport Branch of the Public Works Department, working on a commercial basis, consists of a pool or vehicle-hiring establishment, a workshop, and stores department.

The existence of this small Transport Branch has permitted all Government Departments, specially in Baghdad, greatly to reduce the transport on their charge. It has utilized existing Government transport which could not be disposed of and which would otherwise have been a complete loss. It has proved of great assistance to other Departments and has actually shown a slight profit to Government.

Casualties.

In conclusion, it is with extreme regret that I have to record the death of Mr. Alick M. Thomson, Assistant Engineer in the Hillah Sub-Division, Public Works Department. This sad event occurred on the 21st July, 1922, as a result of the railway collision at Guchan. Mr. Thomson was a very capable engineer and architect, highly popular with all officials and residents of Iraq with whom he came into contact. It was his special zeal and devotion to duty which occasioned his presence in the ill-fated train. By his death the Government has lost a conscientious, hard-working official, and he will be greatly missed by his colleagues in the Public Works Department.

5. SURVEY.

General.

For the first two months of the year under report the Department was chiefly concerned in the production of the Iraq half-inch series of maps.

In June, 1922, when the Department became responsible for the systematic survey of Tapu property boundaries, three Survey Districts were organized and the staff of the Department increased by the absorption of a large number of surveyors hitherto employed directly under the control of the Director of Tapu.

Budget Allotment.

The total allotment to the Department was Rs.4,11,450, of which Rs.2,61,450 was transferred from the Tapu Department.

Revenue.

Rs.32,745 represents the total revenue which was realized on the sale of maps.

Headquarters.

Mapping and Printing Section.—This Section continued with the production of the 'Iraq Series and other miscellaneous maps according to demand. The work undertaken is as follows :—

Number of half-inch sheets drawn	...	...	34
" " " examined	...	...	21
" " " sent to press	...	...	21
Number of miscellaneous maps drawn and sent to press	...	...	21
Number of maps printed...	...	...	176
Number of copies printed	...	...	37,139
Number of copies issued to Air Headquarters and other Government Departments	...	...	19,350

Surveys.

Baghdad District.—Several surveys to meet the requirements of the Tapu Department were begun in June, 1923.

At the request of the Ministry of Interior and the Director of Railways, survey parties began operations on the Yusifiyah Canal and in the Musaiyib area in October, 1922. The Musaiyib party completed its work in January, 1923, and was sent to assist the party on the Yusifiyah Canal.

The River Tigris was surveyed from Mu'adhdham to Karradah, a distance of approximately six miles. This survey is needed in connection with a river training project which must be undertaken in the near future if further damage to property in Baghdad is to be avoided.

To meet the heavy demand for surveys in the Baghdad District practically the whole of the staff of the Basrah District was temporarily transferred to Baghdad. The combined Baghdad and Basrah parties surveyed an area of 800 square kilometres up to the end of the year mainly on scale 1/10,000.

Basrah District.—Prior to the transfer of the Basrah surveyors to Baghdad in October they were employed in surveying garden properties south of Basrah under the supervision of the Tapu Department.

In January, 1923, the District was reopened with an increased staff to undertake the survey of the whole of the palm gardens between Basrah and Fao. This survey is required for revenue assessment purposes.

Mosul District.—This District, consisting of surveyors transferred from the Tapu Department, continued the work started by that Department and completed a 1 inch to 100 feet Tapu survey of Mosul town in September. The Survey District then concentrated on the survey of the villages and properties in the Mosul area and up to the end of the year had completed the survey of 406 square kilometres, comprising 5,693 properties. The scales of this survey are 1/5,000 and 1/10,000.

6. IRRIGATION.

General.

On the 31st March, 1922, the Irrigation Department consisted of (a) three executive Districts for the maintenance, construction, and water control of canals and river conservancy, (b) one special survey District for investigation and survey of new canals, and (c) one construction Sub-Division.

The Irrigation Training College was also under the direct control of the Director of Irrigation.

Budget Allotment.

The Budget allotment for the directorate, including the Training College, for the financial year 1922-23 was Rs.38,68,435, as against Rs.40,19,435 allotted for the financial year 1921-22.

Works.

The Department resumed complete control of all works and water distribution and all regulators on the Yusufiyah, Saqlawiyah, Bani-Hasan and Jorjajah Canals.

The principal works carried out during the year under report were :—

Euphrates District.—Extensive repairs have been carried out to the Hindiyah Barrage, including the replacement of one-third of the old steel gates by new Stoney Patent sluice gates manufactured in the United Kingdom. Several other heavy engineering works, such as the replacement of the old floor downstream of the Barrage with a new cement concrete apron, one metre thick, the reconstruction and extension of the west cross wall, repair and strengthening of the pitching on the left bank downstream of the Barrage have been completed.

The Barrage workshop has been considerably improved and it is proposed to equip it gradually with all the necessary machinery and plant to enable it to undertake almost every kind of repair work that might be required at the Barrage or other districts in the future.

The construction of a Head Regulator for the Shatt Mulla Distributary of the Bani-Hasan canal is in hand and will be completed very shortly.

Baghdad District.—(i) The regulator at the head of the Yusufiyah Canal, which has three bays, each two metres wide, was fitted with steel gates.

(ii) Construction of a combined regulator at Khan Azad. This is a reinforced concrete structure fitted with wooden gates. This regulator controls two distributaries, irrigating 4,400 and 5,500 acres respectively.

(iii) Construction of the Shaishubah canal taking off from the Yusufiyah Canal. This new canal commands about 25,000 acres of irrigable land, and increases the commanded area on the Yusufiyah Canal to 132,500 acres. The principal crops grown on this canal are barley, wheat and cotton. The cultivation of the latter crop is becoming more popular and the area under cotton during the year under report is considerably more than in the previous years. This year 203 acres were under cotton and for the coming year passes have been issued for about 2,500 acres.

'Amarah area.—(i) The strengthening of the Chahalalah pile regulator. This is a river conservancy work.

(ii) The construction of a timber regulator, 600 feet long, on the Butairah Canal. It is a river conservancy work and is necessary for the control of the river Tigris.

Saqlawiyah Sub-Division.—(i) Construction of Nos. 1 and 2 north canals with main branches, about 62 miles long, which irrigate approximately 80,000 acres, 20,000 of which have been brought under cultivation during the last twelve months. Most of the cultivators were previously settled on these lands which were partially watered by charads from the Qarmah or old Saqlawiyah Canal.

(ii) Construction of a combined regulator and road bridge at K. 15. This is a concrete structure with one opening $4\frac{1}{2}$ metres wide.

(iii) Construction of a combined regulator at K. 16.5 giving water to Banat al Hasan and Mushiriyah branches.

(iv) Extensive repairs to Notch Fall, Saqlawiyah Canal. This fall is designed to pass 200 cusecs to supply the lower reaches of the old Saqlawiyah Canal.

The principal crops grown on the above canals are barley, wheat and cotton. It is interesting to note that here also cotton growing is rapidly being favoured by the cultivators. Last year about 150 acres, yielding about 550 lb. per acre, were grown, whereas this year passes have been issued for the cultivation of 1,400 acres.

Survey District.

Extensive contour and investigation surveys have been carried out for new projects.

(i) *Chrai Sadah and Sanniyah Canals Contour Survey.*—Approximately 64 miles to determine the possibilities of supplying the town of Najaf with water from the Bani Hasan canal.

(ii) *Saglawiyah and Yusufiyah Canal Area.*—331 miles of contour survey has been completed in order to determine drainage lines for canal extensions.

(iii) A complete survey of two large Muqata'ahs in 'Amarah area was carried out in order to determine boundaries and areas of cultivation for revenue purposes.

In addition to the above works a large number of schemes were examined and reported upon for the Liwa authorities.

Irrigation Training College.

Since the inauguration of the College, 40 students have been enrolled for training and this number will probably be increased in the near future to about 60. The Irrigation College was started with the object of training students for the subordinate appointments in the Irrigation Department and to replace Indian personnel.

The course of instruction lasts for two years, during which time instruction is given in mathematics, surveying, drawing, English, estimating and simple engineering dealing with irrigation.

River Floods.

Since the year 1906, gauge reading records for the river Tigris at Baghdad are available. The flood of this year, which occurred on the night of the 23rd-24th March, attained the same level as the record flood in 1907, and had it not been for an unexpected breach in the protective bund at a bend on the left bank of the river Tigris at Daudiyah, some 20 miles north of Baghdad, all records would have been eclipsed. The total collapse of some 200 yards of bund resulted in the inundation of about 200 square miles of desert between Daudiyah and Baghdad. The release of such a large body of water from its confines had the effect of diminishing the flood level at Baghdad and below to such an extent as to render it safe from destruction.

The Diyala and Euphrates flood, unlike that of the Tigris, was insignificant and did not give any cause for anxiety. These rivers will probably rise much higher as the current flood season is not yet over.

7. ANTIQUITIES.

A very satisfactory beginning has been made in the direction of forming a Department of Antiquities. Financial considerations have prohibited the immediate organization of a fully-equipped Department, but at the request of His Majesty King Faisal, Miss

Gertrude Bell, C.B.E., Oriental Secretary on my staff, was appointed, in October, Honorary Director of Antiquities to the Iraq Government in addition to her other duties. As in Egypt the Department is under the Ministry of Communications and Works. This step has made it possible to allow Western scholars to begin the work of excavation and two permits have been issued, one to the British Museum and Pennsylvania University for the mounds of Ur, the other to Oxford University and the Chicago Museum for those of Kish. Work at Ur was begun in the early part of the winter and continued until March with results not only eminently satisfactory, but also giving grounds for hope that next season's work may be productive of yet more important discoveries. Mr. Woolley, who ably conducted the expedition, has laid bare the surrounding wall of the temenos together with the foundations of a temple which he believes to have been dedicated to the Moon god and goddess. Further, he has continued the work of the temple of the Moon god which was discovered by Dr. Hall in 1919. Among many finds of great value and interest is a headless statute of Ur Ungur of Lagash and a quantity of jewelry of the Achaemenid period.

Excavations at Kish were not begun till March. Mr. E. Mackay, who is in charge of the work, is at present engaged in clearing the foundations of a Ziggurat of the early Babylonian period. The site of the older Sumerian town remains to be identified, but may be looked for in one of the neighbouring mounds.

SECTION VII.—THE MINISTRY OF EDUCATION.

INTRODUCTION.

In reviewing the educational activities of the past year it is important at the outset to appreciate the effect of the financial situation. It had been found possible in previous years to increase the Budget allotment to Education in proportion to its development; but for the financial year 1922-23 it was proposed only to repeat the amount of the previous year. Many schools had not yet completed their full number of classes, and the pay of staffs was graded on the basis of an annual increment. It was determined that economies should be sought from all other possible sources, particularly in the cost of administration, rather than that the progress of existing schools should be curtailed or the salaries and prospects of teachers diminished. In the original Budget proposals there was, therefore, little new in development.

MINISTRY AND ADMINISTRATION.

Until the fall of the Cabinet of His Highness the Naqib, in September, His Excellency Saiyid Hibat-al-Dinal Shahrastani continued in office as Minister. An Assistant Minister (Sata' Beg al Hisri), appointed in March, 1922, was entrusted with the administrative work of the Ministry, and later was given the more appropriate title of Director-General; and Mr. J. A. Glen acted as Adviser. The system of administration contemplated in the previous year was now put into effect. Two British officials performed the duties of administrative inspectors and organized the work of the school inspecting staff. The remainder of the administrative personnel was entirely Arab. It was decided to continue to decentralize as far possible the work of administration by retaining Area Education Officers in Baghdad, Mosul and Basrah, and the necessary co-ordination in school work was aimed at by a central cadre of school inspectors taking their instructions from headquarters in Baghdad.

REDUCTIONS.

Before the end of the school year in July, it became apparent that it would not be possible to introduce even the limited proposals for development in the new school session which had been included in the Budget. An Economies Committee, set up to revise expenditure in all Ministries, recommended that all new projects should be abandoned. These included the establishment of a Shaikhs' College which it had been hoped to open in the autumn, the reopening of the Technical School at Mosul founded by the Turks, the opening of an arts and crafts school at Karbala, and the grant of further scholarships for higher education abroad. The only remaining proposal for development, namely, an increase in the cadre of Primary and Elementary School staffs by the addition of the graduating class from the Teachers' Training College, it was fortunately possible to retain. The abolition of the portfolio of Education in the Cabinet was considered and recommended by the Economies Committee, but the Council of Ministers eventually decided that it should be retained.

HIGHER EDUCATION.

A beginning was made during the year in the creation of the proposed University at Baghdad. It was decided to commence with the Theological College and the foundation stone was laid by His Majesty the King, in April. This College will have no direct connection with the Ministry of Education, and it is not necessary, therefore, to detail its aims or scope. It should, however, be emphasized that the provision of buildings for a University is only a minor consideration. The essentials for a College are, firstly, students and, secondly, teachers, and a University in the real sense can only be created on the basis of a national sentiment and a national culture which is necessarily a slow growth.

The policy of sending selected students abroad for higher studies was, unfortunately, checked for reasons of economy. It was found possible only to maintain the two scholarships already awarded for medical studies in the University of Aberdeen, a Secondary scholarship at Magdalen College School, and six scholarships in Arts at the American University of Beyrout. Reports on these students have been most encouraging. A number of 'Iraqis also proceeded abroad at their own expense. Several were admitted in the past year to Universities in England and a few entered the American University of Beyrout. Three promising students proceeded on their own initiative to Berlin, attracted no doubt by the cheapness in cost of living and tuition expenses; but two were turned back on the ground that they had no previous knowledge of German. The problem resulting from the war has, however, not yet been solved, and until local higher education is available there will be no adequate alternative to that afforded by Constantinople under the Turkish Government.

SECONDARY EDUCATION.

Progress in secondary education has been well maintained in spite of severe handicaps. Three Syrian masters, graduates of the American University of Beyrout, went on leave in the summer and did not return; it was necessary for reasons of economy to fill their places and the new posts created by the expansion in classes by 'Iraqis. It is hoped, when finances permit, to resume recruitment from abroad, as really efficient local personnel with the necessary experience in Arabic is not to be found. The secondary schools in Baghdad and Mosul have now reached their full complement of classes, and in Kirkuk a third year has been formed. Progress in numbers is still slow in Basrah, but the standard of existing pupils is good and it is considered advisable to retain the school, particularly on account of the recent considerable expansion in primary and elementary education in that area. The secondary syllabus was slightly revised at the beginning of the school year, but should still be considered as only provisional. Progress by pupils in English has been satisfactory and a British Instructor has been appointed in each school for this purpose.

Among non-Government institutions which include classes of secondary standard the America Mission School in Basrah, under Mr. Van Ess, continues to maintain a high standard of efficiency, and the David Sassoon College (under the Comité de l'Alliance Israelite Universelle), the Latin School (under the Carmelite Mission) and the Tafayudh and Ja'fariyah Schools in Baghdad, have worked well under considerable financial difficulties. A grant-in-aid to each school was voted on the recommendation of the Ministry. The Dominican School in Mosul, which before the war was perhaps the most advanced educational institution in the country, reopened its secondary classes in the autumn.

TECHNICAL INSTRUCTION.

In the important branch of technical instruction progress during the year has on the whole been well maintained. The Technical School in Baghdad has at last found suitable and adequate accommodation, and with the co-operation of Government technical departments and employers of labour its success should be assured. Proposals have also been considered to open a superior section for the training of higher grades of subordinate engineers for Government Departments; they will be needed for the future development of the country. The Technical School in Kirkuk has made excellent progress and should have in time an appreciable effect in raising the standard of manual crafts and introducing modern methods and machinery in the district. In Basrah the school, which was opened in the previous year, did not prove a success and was closed.

It has been found possible to abolish the practice of payment of allowances to students, and it is hoped to establish a regular system of productive work by the senior pupils, while maintaining as the chief aim a practical instructional course with the minimum of classroom work in elementary training.

TRAINING OF TEACHERS.

Twenty-five students successfully completed their course in the Teachers' Training College in July, and were appointed to schools. At the beginning of the new session some reorganization was made, a revised syllabus adopted, and an elementary section added. The superior section now only accepts students who have passed the final examination of the primary schools and is a three years' course. Students who have been for a year or more in a Secondary School, and who have passed the annual examinations, are excused the first or preparatory year in the Training College, and the normal course proper does not begin until the second year. The elementary section, which was added in October, is intended partly to provide a "refresher" course for district schoolmasters and partly for the training of students who have previously received elementary instruction only, and who will fill the lower grades of posts in elementary schools. A two years' course is laid down.

The success of the Training College has been seriously hampered by difficulties in accommodation, particularly for resident students. No available building was large enough to house all those whose homes were outside Baghdad, and the cost of maintaining two or three hostels was excessive and school discipline suffered. It is hoped soon to secure a suitable building now used as a women's and children's hospital, and to admit all students as boarders.

An important advance in the development of female education has been the opening of a training class for women teachers in Baghdad and Mosul. This class has been placed under the direction of the headmistress of the most efficient girls' school in each place. In Baghdad, five senior girls with the necessary minimum of knowledge, and in Mosul 21, have been induced to join. It is too much to expect that all will consent to take up regular teaching work, but it is hoped that it may be the beginning of a definite idea of a teaching profession for women. There is a most persistent demand all over the country for girls' education, and an attempt must be made to satisfy it.

PRIMARY AND ELEMENTARY SCHOOLS.

The most marked progress in the year has been achieved in the branch of primary and elementary education, and the demand has far exceeded the supply or the funds available. The total number of pupils has greatly increased, and a very considerable advance has been made in the standard of instruction in boys' schools due mainly to more frequent inspection and the provision of additional trained teachers. A gratifying feature is that the higher classes in schools are now much better filled, making progress in the number of pupils possible without a proportionate increase in staff. A revised syllabus was issued and put into operation at the beginning of the school year. A notable advance in numbers has also been made in girls' schools, and, as mistresses with some systematic training will soon be available, it will be necessary to organize this branch separately. Hitherto, mistresses have been recruited from any available source, and the curriculum and standard of the schools has of necessity depended on the ability of the teachers.

SCHOOL FEES AND SALE OF BOOKS AND MATERIALS.

The Economies Committee considered the question of school fees and provision of school books and materials for pupils, and decided to recommend a revision of the system. Formerly, in theory a fee of Rs.1 per month was charged in primary and elementary schools, and pupils were provided in schools with the necessary books and stationery, which remained the property of the Government. Exemption from fees was permitted in certified cases of poverty. The Council of Ministers eventually decided to make elementary education free; to charge fees of Rs.15 per annum in primary (fifth and sixth) classes, and Rs.50 per annum in Secondary Schools; and only to issue books and stationery on payment to pupils. A small percentage of free pupils was to be permitted to each school. As the former regulations had been honoured in the breach rather than the observance, the change, in theory a step towards free education, was greeted with considerable protest.

NON-GOVERNMENT INSTITUTIONS.

There is little new to record in the work of non-Government schools of primary or elementary standard during the year. The general financial depression has affected foreign and native schools alike, but most have succeeded in maintaining the numbers and standard of the previous year. Those which reached the necessary degree of efficiency were again subsidized by Government. An effort is being made to induce them to adopt the official syllabus as much as possible, and as far as it is consistent with their special aims. This is advisable on general grounds and particularly as it is important that there should be uniformity in the standard of pupils who proceed to secondary education, which must of necessity be largely organized directly by Government. It is hoped also in time to co-operate further by undertaking the training of teachers in the Government Training Colleges.

THE FUTURE.

The future educational policy of 'Iraq presents many problems. It is commonly believed by many sincere and public-spirited 'Iraqis that the remedy for all troubles is education, and yet more education. This sentiment requires careful modification. Education must progress with, and, indeed, largely assist in economic and social development, but quality is even more important than quantity, and to advance it far beyond the needs or demands of the country would only invite disaster. One hopes that it may be possible to establish and carry out a liberal and moderate policy based on the needs and wishes of the country as a whole, and that the future generation of educated 'Iraqis may be equipped not only with the practical training necessary for the well-being and development of their country, but also with ideals of citizenship and breadth of view, without which there can be no real unity and no great nation.

SECTION VIII.—THE MINISTRY OF AUQAF.

The second year of the administration of Auqaf under a Minister, responsible through the Council of Ministers to His Majesty the King, has closed with good results; that this is so is a source of great satisfaction as the 'Iraq has, like the rest of the world, experienced a period of falling values.

The resignation of His Highness the Naqib of Baghdad of the Premiership in the autumn of 1922 led to the constitution of a new Cabinet under His Excellency 'Abdul Muhsin Beg al Sa'dun, in which the Auqaf portfolio was entrusted to 'Abdul Latif Pasha al Mandil, a prominent Basrah notable, who had held the portfolio of Commerce previously. 'Abdul Latif Pasha's great influence with the other Ministers and officials has had a

very marked effect in securing co-operation and sympathy for Auqaf, and it is quite likely that his tenure of the office will be the means of solving the inter-departmental problems which are a distinct blot on the administrative record at present.

The success of the administration of Auqaf during the two years' tenure of the portfolio by His Excellency Muhammad 'Ali Fadhl Effendi is the best tribute to his services; but his unfailing kindness and goodness of heart have also secured for him a special place in the esteem of the staff, administrative and ecclesiastical.

Financial progress is shewn by this table:—

Year.	Revenues.		Expenditure.	
	Rs.		Rs.	
1917-18	3,04,089		2,88,901	
1918-19	4,55,726		3,99,735	
1919-20	13,70,439		10,58,320	
1920-21	16,70,886		13,12,191	
1921-22	29,16,601		29,03,596	
1922-23 (estimated)	37,83,105		37,83,105	

In the leasing of the properties, a considerable drop was experienced owing to the falling values; but a large proportion of the fall was counterbalanced by the development and leasing of new properties. The extent of the fall in grain values during the year was about 60 per cent., but Auqaf revenues from properties are only down about $7\frac{1}{2}$ per cent. With the building programme in execution at the end of the year, Auqaf can look forward confidently to recovering all the revenue value lost and even to an increase in 1923-24. The same consideration as to the probable return on the capital expended on building and development projects is being given and is yielding good returns; the most remarkable in point of view of magnitude is a building scheme on which Rs.90,000 were expended, the revenues from which for the first year are Rs.60,000. The building work is of the most substantial character, all of brick and juss-mortar; all roofs are arched, no wood being used on the construction. 'Iraq as a field for investment in real property is of great promise and it is to be hoped big development schemes will shortly be put in hand.

Reconstruction and repair of the religious establishments have gone on steadily and many important works have been completed during the year; progress is shewn in the following table:—

Year.	Rs.
1917-18	Details not available.
1918-19	18,062
1919-20	2,39,529
1920-21	1,69,732
1921-22	4,91,000
1922-23	3,89,695

The staff has not suffered any serious loss during the year, the composition at the end of the year being one British official and 150 'Iraqis.

The Ministry has continued to do its own constructional work, employing its own labour and purchasing its own materials.

Administrative expenses are still high, especially in view of the fall in grain prices and other values; but it has not been possible to effect any scheme of retrenchment during the year. Advantage will be taken of the results of the Government Cadre Commission when they become available.

Mosque establishments only shew an increase in the building and repairs item, and this is, of course, the second charge on Auqaf revenues, the first being the development of the properties. To this development was allotted three lakhs more than in 1921-22.

During the year, the sum of Rs.4,53,400, the accumulated surplus of the Auqaf nabawi funds from the Occupation up to 1921, was, by order of the Council of Ministers, remitted to Hijaz.

The electric lighting of the principal mosques in Baghdad was undertaken during the year, a special feature being the installation of lights on the minarets for illumination during Ramadhan and other occasions. The limit to these installations is the capacity of the central power-house which is taxed to the full extent and cannot undertake the supply of any more current at present; as soon as power is available, all mosques will be lighted by electricity.

Colleges and schools are the same as last year in Baghdad, but a school has been sanctioned for Basrah and will be opened when the accommodation, which is occupied by another Government Department, is available.

The building of the Kulliyat Diniyah (Theological College) of the Jama 'at al Bait (the new University) has proceeded steadily and it is hoped that the opening ceremony will take place in September. The close of the year found the walls of the first storey completed and awaiting the installation of the reinforced concrete floors. The lines of the building are now apparent and are monumental in their simplicity and beauty. The foundations for the Sarh (central administrative block) have been excavated and work on the building begun. The foundation stone of this building will be laid by His Majesty King Faisal early in the year 1922-23.

The usual statement of revenues and expenditure is attached.

Auqaf Budget for 1922-23.

Estimated Revenue for 1922-23.

Source of Revenue.	Auqaf Madhbutah.	Shrines.	Nabawi.	Total.	1921-22.
	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
House Properties ...	8,83,690	8,380	57,650	9,49,720	9,86,173
Gardens ...	2,40,165	670	1,68,950	4,09,785	5,49,202
Ground Rents ...	10,380	620	5,700	16,700	86,390
Agricultural Lands ...	2,45,710	—	200	2,45,910	1,45,256
Uqrs ...	87,090	—	1,000	88,090	95,069
Forest Lands ...	10,000	—	48,000	58,000	54,720
Date-palm Taxes ...	11,530	—	—	11,530	6,000
Tapu Dues ...	—	—	—	—	420
<i>Fees.</i>					
On Mulhaqqah Auqaf ...	25,100	—	—	25,100	23,500
On Shrines Auqaf ...	14,710	—	—	14,710	31,342
On Nabawi Auqaf ...	38,420	—	—	38,420	51,388
Khairat Mudawarra ...	79,835	—	—	79,835	73,414
Compensation ...	1,17,000	—	13,230	1,30,230	54,000
Burial Fees ...	—	88,150	—	88,150	1,68,400
Miscellaneous Revenues ...	13,175	885	5,900	19,960	17,362
Withdrawn from accumu- lated surplus for Building and Development Schemes	10,68,065	1,08,140	4,27,260	16,03,465	5,74,465
Auqaf Mulhaqqah and Amanat Revenues ...	—	—	3,500	—	—
	Rs.28,44,870	2,06,845	7,31,390	37,83,105	29,16,601

Estimated Expenditure for 1922-23.

Head of Expenditure.	Auqaf Madhbutah.	Shrines.	Nabawi.	Total.	1921-22.
	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
<i>Administrative.</i>					
Salaries and Allowances ...	2,78,735	14,710	38,420	3,31,865	3,35,454
Expenses ...	86,385	1,570	20,830	1,08,785	66,550
Furniture ...	4,925	180	—	5,105	3,910
Rents ...	3,780	—	—	3,780	300
<i>Mosque Establishments.</i>					
Salaries ...	2,95,140	32,470	—	3,27,610	3,86,530
Allowances and Pensions ...	17,900	—	280	18,180	19,550
Expenses ...	79,085	15,060	—	94,145	97,070
Colleges and Schools ...	63,600	—	—	63,600	68,629
Food and Entertainment					
Allowances ...	35,165	—	—	35,165	36,700
Buildings and Repairs ...	7,14,665	1,33,390	—	8,48,055	4,91,000
<i>Property Development.</i>					
Buildings and Repairs ...	9,29,960	8,630	2,11,460	11,50,050	8,54,500
Agricultural Development...	60,700	—	—	60,700	87,000
Purchase of Properties ...	56,500	—	—	56,500	1,87,000
<i>Miscellaneous.</i>					
Tapu Fees ...	10,660	835	7,000	18,495	49,920
Khairat Mudawarra ...	79,835	—	—	79,835	—
Reserve for contingencies ...	1,27,835	—	—	1,27,835	1,36,069
Remittance to the Hijaz ...	—	—	4,53,400	4,53,400	—
Surplus ...	—	—	—	—	13,005
	Rs.28,44,870	2,06,845	7,31,390	37,83,105	29,16,601

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APPENDIX I

ELECTORAL LAW.

80. WE THE KING OF 'IRAQ do hereby order as follows :—

PREAMBLE.

DEFINITIONS.

SECTION 1 (as amended on 1st May, 1922). In these Regulations the following words shall have the following meanings :—

'Iraq :—Includes all territories known by this name and comprises the following Liwas :

- | | |
|---------------------------|---------------|
| 1. Mosul. | 8. Dulaim. |
| 2. Sulaimani. | 9. Hillah. |
| 3. Kirkuk. | 10. Karbala. |
| 4. Sub-Division of Arbil. | 11. 'Amarah. |
| 5. Diyala. | 12. Muntafiq. |
| 6. Baghdad. | 13. Basrah. |
| 7. Kut. | |

'Iraqi :—Is every person who is an Ottoman subject by origin and now resident in the territories of 'Iraq, except those who claim foreign nationality.

Primary Elector :—Is any 'Iraqi entitled to elect.

Secondary Elector :—Is a person elected by the Primary Electors for the purpose of electing Representatives.

Representative :—Is any person elected by the Secondary Electors to be a member of the Constituent Assembly.

CHAPTER I.

ELECTORAL COLLEGES AND THEIR DIVISIONS.

SECTION 2. Each Liwa shall form an Electoral College and each Nahiyah or Quarter a section thereof. If any doubt arises as to the boundaries of a Nahiyah, it shall be resolved by the Committee of Inspection.

SECTION 3 (as amended on 1st May, 1922). The Constituent Assembly shall consist of one hundred Representatives distributed as follows :—

(a) From the tribes domiciled in the Liwa of—

Mosul	2
Kirkuk	1
Sub-Division of Arbil	1
Sulaimani	2
Baghdad	2
Kut	2
Diyala	1
Dulaim	1
Hillah	3
Muntafiq	2
'Amarah	2
Basrah	1

(b) From the Jews domiciled in—

Mosul	1
Baghdad	2
Basrah	1
Kirkuk	1

(c) From the Christians domiciled in—

Mosul	2
Baghdad	2
Basrah	1

(d) From the inhabitants of towns and villages, such number of Representatives as is proportional to the number of Primary Electors (see section 16). Provided that an Electoral College which does not contain the requisite number of Primary Electors shall have the right to elect one Representative.

The shaikhs of the tribes domiciled in each Electoral College shall nominate double the number of Representatives shown against their respective name in section 3 hereof, and if they do not agree over the required number the names of the candidates shall be communicated to the Secondary Electors of the College, who shall elect the requisite number of Representatives from among the candidates.

The shaikhs shall communicate their votes to the Mutassarif five days at least before the day fixed for the election.

As regards (b), (c) and (d) any 'Iraqi domiciled in any of the Electoral Circles mentioned in section 4 hereof shall have the right to stand as a candidate or to be chosen as such by two hundred Primary Electors of his College.

SECTION 4. Every Representative shall represent the whole population of Iraq.

The Electoral Colleges shall be grouped into three Circles: The First Circle which comprises the Liwas of Mosul, Kirkuk and Sulaimani.

The Second Circle which comprises the Liwas of Baghdad, Diyala, Dulaim, Hillah, Karbala and Kut.

The Third Circle which comprises the Liwas of Muntafiq, 'Amarah and Basrah.

Every Electoral College shall elect its Representatives from among the inhabitants of its Circle and shall not have the right to elect them from the inhabitants of another Circle.

SECTION 5. The Council of Ministers shall appoint in the Capital a Board attached to the Ministry of Interior, for the purpose of directing and controlling the elections. This Board shall be the superior authority for all purposes of elections.

CHAPTER II.

PREPARATION OF ELECTORAL REGISTERS.

SECTION 6. In every Qadha steps shall be taken on the receipt of orders to prepare an Electoral Register containing the names of all males of the population thereof who have the right to elect.

SECTION 7. The duty of preparing Electoral Registers in each Qadha shall devolve on a Commission consisting of the Presidents of Municipal Councils, the Imams, Priests, Rabbis, Mukhtars and a number of notables not exceeding three.

SECTION 8. As soon as orders for the elections are received in a Qadha, the Qaimmaqam thereof shall summon the Commission mentioned in section 7 and shall read such orders to them publicly and shall explain to them the necessity of preparing Electoral Registers showing the names and creed of all Primary Electors, and shall indicate to them the manner of drawing up such Registers.

SECTION 9. The Imam, Mukhtar, Priest and Rabbi of every village or quarter shall on receipt of these instructions, assemble with the notables of the locality in suitable places, and shall in concert proceed to prepare the Electoral Registers. Within ten days such Registers must be completed in duplicate, one copy being sent to the Mudir of the Nahiyah and the other copy remaining in the custody of the eldest of the Mukhtars.

SECTION 10. If any male 'Iraqi who has completed his twenty-first year is subject to any of the disqualifications set out in section 20, a note indicating such disqualification shall be made against his name in the remarks column. The Commission mentioned in section 7 shall have power to determine the age of Electors.

SECTION 11. Every person above the age of twenty-one, who has resided in a quarter or village for one year shall be registered in the Register of such quarter or village. Government officials shall have the right to vote in the locality in which they are at the time of election. No member of the Regular, Reserve or Gendarmerie Forces shall take part in the elections except those who hold the rank of Lieutenant or any other superior rank wherever they may be. Privates of the Regular, Reserve or Gendarmerie Forces on leave in their homes shall have the right to elect if possessed of the necessary qualifications.

CHAPTER III.

COMMITTEES OF INSPECTION AND THEIR DUTIES.

SECTION 12. When the registers begin to arrive from the Nahiyahs, villages and quarters, a Committee of Inspection shall be formed at the Qadha. This Committee shall be composed of five to ten members according to the size of the Qadha, under the Presidency of the President of the Municipality. Each Mukhtar shall select five persons from among the notables of his quarter. Such persons shall then assemble and elect the necessary number for the Committee. In a locality where there is no President of a Municipality the President of the Committee shall be elected by the members from among themselves.

SECTION 13. The Committee of Inspection shall check the registers received by it and ascertain that they are in accordance with these instructions and free from errors, omission or fraud. If it feels a doubt on any point it may summon any person from the villages or quarters for the

purpose of enquiry. The investigations of the Committee in every Qadha irrespective of size shall not last more than 12 days, during which the Committee shall sit daily.

SECTION 14. Upon expiry of the period mentioned in the preceding section, a copy of the registers so revised shall be posted upon the Mosques, Churches, Synagogues, Government and Municipal offices, public thoroughfares and at the entrance of every Nahiyah. An official of the Police or of the Municipality shall be appointed to guard these copies. The public shall be informed of the posting of the registers through the press or by means of special notices sent by the Committee of Inspection to the Mukhtars of the villages and quarters to be posted up in necessary places, and in places where there is no printing press, by means of public criers. The Register of Electors shall remain posted for seven days, and on the evening of the seventh day they shall be taken down by the presidents of the Municipal Councils in the towns and by the Mudirs of the Nahiyahs at the Nahiyahs.

SECTION 15. Any person may, within the period of seven days provided in the preceding section, object to the undue registration of any name or to the omission of any name which should have been registered. Such objection shall be made on a plain sheet of paper addressed to the Committee of Inspection. The Committee shall enquire into the objection within three days at most and shall notify the objector of the decision taken by its majority with the grounds thereof. If the objection is upheld the registers shall be corrected accordingly and if rejected the objector may, if he is not satisfied, bring the case before the Court of the Qadha, which will be an Appellate Court for the purpose of cases arising from the elections. A written application must be presented for this purpose within three days from the date of service of the decision. If the objection is upheld the registers shall be corrected accordingly. After expiry of the above period no case shall lie. If there is not a Court in the Qadha, application shall be made to the nearest Court. The decision of the Court shall be given within three days and shall not be liable to appeal or revision. No fees shall on any account be charged. After expiry of the seven days the notices which have been posted shall be taken down and no objection shall be heard.

SECTION 16. When all the registers of Primary Electors have been received from the Nahiyahs by the Committee of Inspection of the Qadha, it shall send to the Mutasarrif of the Liwa a register containing the names of all Primary Electors in the whole Qadha. The Mutasarrif of the Liwa shall add up the numbers of the Primary Electors of his Liwa according to the registers received from the Qadha and their sub-divisions, in the presence of the Committee of Inspection, and shall send the total to the Electoral Board. After receipt of the totals of Primary Electors of all the Liwas of Iraq, this Board shall determine the number of Representatives eligible in each Liwa in accordance with section 3 hereof, on the basis of the proportion of the number of Primary Electors of such Liwa to the total number of Primary Electors of all Liwas. This shall be communicated to all Committees of Inspection in Iraq and each Committee of Inspection shall forthwith inform the Electoral Committee subject to it.

CHAPTER IV.

ELECTORAL COMMITTEES OF THE SECTIONS.

SECTION 17. Within the Qadhas, the election in each Nahiyah and quarter shall be separate. A person resident in one Nahiyah or quarter shall not be allowed to go to another Nahiyah or quarter to vote. A member shall be chosen by lot from the Committee of Inspection of the Qadha to visit the Nahiyah at the time of election and to supervise the proper conduct thereof.

SECTION 18. All male Iraqis, except those mentioned in section 20, shall be Primary Electors. One Secondary Elector shall be elected by every 200 Primary Electors whose names are recorded in the Electoral Registers.

SECTION 19. Any Nahiyah containing more than 200 Primary Electors and less than 300 shall elect one Secondary Elector, from 300 to 500 two, from 500 to 700 three, from 700 to 900 four, and the same proportion shall be followed in Nahiyahs entitled to five, six and more Secondary Electors. A Nahiyah which contains less than 200 and more than 100 Primary Electors shall elect one Secondary Elector.

SECTION 20. The following persons shall be disqualified from voting :—

- (a) Those who have not completed their twenty-first year.
- (b) Those who have lost their civil rights.
- (c) Those who are or claim to be of foreign nationality.
- (d) Undischarged bankrupts.
- (e) Those against whom an order of inhibition has been passed and have not been released.
- (f) Those convicted of any crime or of a contravention which affects their honour such as theft, bribery, misappropriation, forgery, fraud and similar offences.
- (g) Those who pay no tax whatever to the Government or to a Municipality : the resident of a house which pays a tax to the Government or to the Municipality shall be treated as if paying the tax himself.

SECTION 21. The following shall not be Secondary Electors, namely, any person who :—

- (a) Is not an Iraqi.
- (b) Has not completed his twenty-fifth year.
- (c) Has lost his civil rights.
- (d) Claims to be a foreign national.
- (e) Is a bankrupt.
- (f) Has been the subject of an order of inhibition and has not since been released.
- (g) Has been convicted of any crime or of a misdemeanour affecting his honour.
- (h) Does not pay any tax to the Government or to the Municipality : the resident of a house which pays a tax to the Government or to the Municipality shall be treated as if paying the tax himself.

SECTION 22. In each Nahiyah there shall be prepared a register of persons entitled to vote. A copy of this register shall be handed to the member of the Committee of Inspection who visits the Nahiyah. If the Committee of Inspection requires clerks to prepare the register within one or two days, it may ask the Local Government to provide them. If the Local Government be unable to supply a sufficient number, the Committee may ask for volunteers from the population.

SECTION 23. The Committee of Inspection shall prepare for each Nahiyah voting papers of sufficient size to contain several names and corresponding in number to the number of Electors. It shall seal those papers with its own seal and shall deliver them to the member appointed to the Nahiyah.

SECTION 24. Before the arrival of the member at the Nahiyah, the Committee of Inspection shall divide such Nahiyah into Sections of not more than three hundred voters each. It shall also appoint a day for

the voters in each Section to present themselves at the village which is the headquarters of the Nahiyah and shall inform them of such date by notification.

SECTION 25. The official appointed by the Committee of Inspection shall go to the headquarters of the Nahiyah two days before the meeting of Electors. He shall also prepare the registers containing the names of the Electors of the Nahiyah and the voting sheets sealed with the seal of the Section, and shall take with him boxes supplied by the Committee of Inspection. Such boxes shall be locked with double locks such that the key of either lock will not open the other, and shall be of sufficient size to contain the voting papers of the Nahiyah. Each box shall have on its top an oblong aperture through which a small envelope may pass. The official shall be accompanied by two gendarmes and, in case of need, by a Government clerk or other person. The allowance of such person and of the official sent by the Committee of Inspection to the Nahiyah shall be fixed by the Committee of Inspection and shall be paid from the Municipal funds.

SECTION 26. The official mentioned in the preceding section shall form a Committee to be called the Electoral Committee in each Nahiyah. This Committee shall sit under his Presidency and shall comprise the Imam, the Priest, the Rabbi and a number of notables of the Nahiyah. It shall determine the dates, hours and places of the meetings of Electors and the delivery of the voting papers. Its decisions shall be by majority of votes and shall be announced to the public.

SECTION 27. The Electoral Committee shall meet at the appointed place and shall open the box brought by the official from the Qadha in order that those present may see that it is empty. The box shall then be locked and one of the keys shall be given to the official sent from the Qadha and the other to the eldest member of the Committee. It shall then be fastened with a string and sealed by all the members.

SECTION 28. After the boxes have been sealed in accordance with the last preceding section, the Electoral Committee shall call up the Electors of the most distant village together with the Imams, Priest, Rabbis, Mukhtars and two notables thereof, and shall give to each Elector a sealed voting paper. Each Elector shall write thereon the names of the persons whom he thinks suitable to be Secondary Electors up to the number specified in section 19 and in whom he has confidence and whom he trusts for the election of Representatives. An Elector who cannot write may require any person in whom he has confidence to write the names which he wishes in the characters locally current. In case any Elector has written more names than the correct number of Secondary Electors, the names first written by him up to the correct number shall be accepted and registered and the rest shall be ignored. In case an Elector writes less names than the correct number, the names written will be accepted. If an Elector writes the same name several times (for example, three times in a Nahiyah which is entitled to three Secondary Electors) the name shall be reckoned once only. If the writing is illegible, it shall be disregarded. The Committee shall, so far as possible, explain the foregoing provisions to the people.

SECTION 29. A short while after the distribution of the voting papers to be filled in, they shall be collected from the Electors present, beginning from the members of the Committee who are entitled to vote in that Section. The clerk of the Committee shall ask every Elector who presents his voting paper to state his name, surname and domicile, and if this statement is verbally confirmed by the Mukhtar, the clerk shall make a note against his name in the register. Before casting his voting paper in the box each Elector shall be required to declare that he is an 'Iraq National and that he intends to remain as such permanently, and after signing a note

to this effect against his name in the register, he will be allowed to cast his voting paper in the box. The Electoral Committee shall take care that an Elector does not cast into the box more than one paper.

SECTION 30. When the Electors of a village have placed their voting papers in the box the Mukhtar shall announce that the Electors of that village have voted. The clerk shall then seal the register of such village with the seal of its Imam, Mukhtar, Priest, Rabbi and a number of its notables, or shall require them to sign the register. They shall then withdraw and the process shall be repeated for the next village.

SECTION 31. Any person who produces a voting paper after the votes of his village have been cast and the residents of his village have withdrawn, shall not be allowed to vote and shall be deemed to have forfeited his rights to vote by his delay. Voting by proxy shall not be allowed even for lawful reason. If by the evening the election proceedings of a village remain incomplete, the Committee shall place a piece of paper over the aperture of the box, fasten it with a string and seal it on both sides of the string with the seals of all the members. The locks shall also be sealed. The box shall then be kept in a safe place appointed by the Committee and special care shall be taken in guarding it. In the morning the members, after ascertaining that their seals have not been tampered with, shall remove them and proceed with the reception of the voting paper.

SECTION 32. Every elector shall be free to return to his village after casting his vote. The Committee shall endeavour to arrange that the electors shall not remain at the Nahiyah headquarters more than one day.

SECTION 33. The Committee of Inspection shall divide the towns and villages into Sections in proportion to the number of Electors therein and shall appoint an official for each Section. The election shall then be conducted in each Section in the same manner as in the villages and the Nahiyahs.

SECTION 34. Every Elector shall present his voting paper in person and no proxy shall be accepted on any account.

SECTION 35. After all the Electors of a Nahiyah or Section have presented their votes, the box shall be opened in presence of all the members of the Electoral Committee. The papers shall be counted and replaced in the box without being read and a Madhbatah shall be forthwith drawn up showing the number of electors who have come forward to vote in the Nahiyah or Section and the number of papers found in the box.

SECTION 36. If any paper be found in the box without bearing the seal of Committee it shall be deemed to be void and shall be disregarded. If a voter has signed his name on the paper, the names of the persons elected by him shall be read and registered and his own name shall be ignored.

SECTION 37. If in any box there be found a number of papers greater than the number of Electors noted in the register as having come forward the Electoral Committee of the Nahiyah or Section shall be held answerable and a Judge of Instruction shall be deputed from the Qadha or Liwa to enquire and find out how the fraud occurred in the casting of the extra number of papers in the box. To avoid the delay which a repetition of the election may involve, the Committee shall take from the papers a number corresponding to the number of Electors and the remaining papers shall be disregarded.

SECTION 38. After the papers have been counted, the names written thereon shall be recorded as follows: the names shall be read out and shall be written down on large sheets of paper in alphabetical order, and as each name is read out the figure (1) shall be marked against it. In order that the box may not be left open for any length of time, the number of

voting papers which can be dealt with in an hour and the working hours of the Committee shall first be determined. If, for example, 250 papers are dealt with in an hour and the Committee arrange to sit three hours, 750 papers only shall be taken from the box and placed upon the table to be dealt with. In the meantime, the box shall be locked, fastened with a string, and sealed on both sides of the string and on the aperture with the seals of all the members present. It shall then be kept in a secure place, the door of which shall likewise be sealed. Every evening the papers which have been opened shall be placed in a bag which shall be sealed and a short Madhbatah shall be drawn up showing the number of votes won by each of the Secondary Electors. The next morning the Committee shall assemble and decide upon its hours of work and shall open the box publicly and shall take from it the proper number of papers. If the work cannot be completed that day the same process shall be repeated on the third, fourth and following days. After all the papers have been sorted the Electoral Committee shall give to each person who has won a majority of votes a Madhbatah to the effect that he is a Secondary Elector.

SECTION 39. After the completion of the procedure described in the preceding sections, a Madhbatah in duplicate shall be drawn up in the following form: "From the village or Section A there have appearedElectors (according to the number recorded in the register), and after the box was duly opened and the papers read it has been found that X has obtained.....votes and Y.....votes, and that Q and Z have obtained a majority of votes." The Electoral Committee shall seal this Madhbatah a copy of which shall be given to the official sent from the Qadha and the other copy shall be retained by the Mudir of the Nahiyah.

SECTION 40. After receiving the Madhbatahs from the Electoral Committee, the Secondary Electors shall proceed to the headquarters of the Qadha and shall there present the Madhbatahs to the Committee of Inspection, who shall have them recorded in a special register. The Committee shall notify the Secondary Electors of the date and hour fixed for the election of Representatives, and shall announce to them the names of the candidates, if any, and shall explain to them that it is their duty to vote for the proper number of such persons as they know to be suitable to be Representatives and in whose patriotism and knowledge they have confidence, whether such persons are chosen among the candidates or otherwise, provided they are not subject to any of the disqualifications mentioned in the next section. If any of the Secondary Electors fail to attend and produce his Madhbatah, he shall be notified by special letter to attend at the day and hour appointed.

CHAPTER V.

AS TO THE MANNER OF ELECTING REPRESENTATIVES.

SECTION 41. The following shall be disqualified from being elected as members of the Constituent Assembly:—

- (a) Any person who is not an Ottoman subject by origin, although residing in Iraq.
- (b) Any person claiming foreign nationality.
- (c) Any person who has not completed his thirtieth year.
- (d) Any person who is an undischarged bankrupt.
- (e) Any person who has been the subject of an order of inhibition and has not been released therefrom.
- (f) Any person who has lost his civil rights.
- (g) Any person who cannot read and write, except Representatives of the tribes.

No person shall at the time be a Representative and a Government Official, except in the case of Ministers. Any official who is elected to be a Representative shall have the option of accepting or refusing to be a Representative within eight days. If he accepts he shall be deemed to have resigned his official post.

SECTION 42. On the date and the hour fixed by the Committee of Inspection the Secondary Electors shall present themselves and shall be given voting papers sealed on the back with the seal of the Committee, and shall be informed of the number of Representatives to be elected with specific indication of the number of Jews and Christians who must be elected and the names of the candidates nominated by the tribes and any other candidates. Each one of them shall then write the correct number of names upon his paper. A Secondary Elector who cannot write may employ any person present to write for him, provided that he shall not withdraw from the meeting for the purpose. In case the number of names on any paper be in excess or deficient, or in case the Elector has signed his own name, the procedure shall be that described in section 28.

SECTION 43. A box with an aperture large enough to admit a single voting paper at a time shall be placed on a table in the room in which the Committee of Inspection sits for the purpose of recording the votes. Before any papers are placed in this box it shall be opened and shown to those present in order to assure them that it is empty. It shall then be closed and a sheet of paper sealed by the Committee of Inspection, the Qadhi and Naib Ja'fariyah, the religious chiefs and three of the Secondary Electors, shall be fastened upon the lock.

SECTION 44. The Committee of Inspection shall then call up the Secondary Electors one after another in the order in which their Madhbatahs are registered. They shall then proceed to vote, care being taken that no Elector shall place more than one paper in the box.

SECTION 45. If not less than 80 per cent. of the Secondary Electors appear on the day fixed for the election of Representatives, the box shall be opened and the voting papers examined. The names of the persons who have obtained any votes shall be noted in special Madhbatahs which shall be sent to the Committee of Inspection of the Liwa as hereinafter provided. If less than 80 per cent. of the total number of Secondary Electors appear, the box shall not be opened but a sheet of paper shall be placed on its aperture and shall be sealed by the Committee of Inspection, the Qadhi, the Naib Ja'fariyah, and the religious chiefs. It shall then be kept in a secure place until the arrival of the other Secondary Electors. The Government shall give notice to the Secondary Electors who have failed to appear, calling on them to attend at the time appointed. The Secondary Electors who have given their votes may, if they so desire, return to their villages.

SECTION 46. On the day fixed the Qadhi, the Naib Ja'fariyah, and the religious chiefs shall meet with the Committee of Inspection and after ascertaining that the seals are intact shall remove the paper and the Secondary Electors who were absent on the former occasion shall then proceed to cast their votes. If any of the Secondary Electors still fail to attend, whether or not from reasonable cause, the proceedings shall not be further delayed but the box shall be opened. Anyone presenting himself after the box is opened shall be deemed to have forfeited his right to vote.

SECTION 47. After the box has been opened in the presence of the Committee, the voting papers shall be counted and read publicly. The names of any person elected to be a Representative shall be written down, and as each name is read out the figure (1) shall be marked against it in the list, until all the voting papers have been read. The votes given for each person shall thus be counted and a Madhbatah shall be drawn up showing

the totals. This shall be sealed by the Committee and sent through the Qaimmaqam of the Qadha to the Committee of Inspection of the Liwa.

This Madhbatah shall show the name of any person who obtained any vote whatever, the number of votes obtained by him being entered against his name in words and figure. A copy of this Madhbatah shall be kept at the Municipal office of the Qadha.

SECTION 48. Upon the arrival at the Liwa headquarters of the Madhbatah despatched by the Qadhas, the votes which have been cast at the Liwa headquarters shall also be counted and a Madhbatah made out. The Committee of Inspection of the Liwa, together with the Qadhi, the Naib Ja'fariyah, the religious chiefs, and any candidates who present themselves or their representatives shall then assemble. The Madhbatah of the Liwa headquarters shall first be read and the names of those who have obtained votes in that Madhbatah shall be recorded. The Qadha Madhbatahs shall then be read out and the names of all those who have obtained votes in them shall be recorded in the same manner. The persons who have obtained the prevailing majority shall be the Representatives of the Liwa. In case of equality of votes, decision shall be made by lot. The Committee of Inspection shall at once prepare a Madhbatah showing the names of those who have obtained a majority of votes and this Madhbatah shall be sealed with the personal seal of or shall be signed by each member of the Committee. The required number of tribal, Jewish and Christian Representatives in accordance with the provisions of section 3, sub-sections (1), (2) and (3), shall be elected by relative majority from among their respective candidates, without regard to the prevailing majority obtained by other persons.

SECTION 49. An attested copy of the Madhbatah shall be given to every Representative and the original shall be sent to the Mutasarrif of the Liwa.

CHAPTER VI.

GENERAL PROVISIONS.

SECTION 50. A Representative holding a Madhbatah from the Committee of Inspection shall be bound to present it to the Mutasarrif for attestation, and thereafter shall present himself at the Capital on the day of the opening of the Constituent Assembly.

SECTION 51. Each deputy upon his arrival at the Capital shall have his Madhbatah registered by the Electoral Board.

SECTION 52. A person who is elected in more than one Liwa shall within eight days inform the head of the Government in writing as to the Liwa which he opts to represent, and thereafter another person shall be elected in the Liwa whose Representatives become thus in a deficiency.

SECTION 53. If any Representative resigns, or accepts any appointment in the service of the Government other than that of Minister, or relinquishes his office for any cause, or dies, or is not accepted by the Assembly, or loses his civil rights, the Assembly shall enquire into the matter and the President shall inform the Government of the necessity for the election of another Representative, whereupon a fresh election shall be held in the Liwa of such Representative. The resignation of a Representative who holds a Madhbatah attested by the Mutasarrif of the Liwa shall not be accepted except by the Constituent Assembly.

SECTION 54. Secondary Electors shall retain their status till the end of the duration of the Assembly. When a necessity arises for the election of a Representative to a vacant seat of any Liwa under section 52 and 53, such election shall be carried out by the Secondary Electors of such Liwa.

SECTION 55. No person who has come to a Section for the purpose of voting shall be arrested and imprisoned for a debt due to the Government.

CHAPTER VII.

PENALTIES.

SECTION 56. Any Imam, Priest, Rabbi, or Mukhtar who refuses to give any information asked for by the Municipal Council, the Committee of Inspection, or the Electoral Committee, shall be punished with a fine of from 2 to 10 Majidis.

SECTION 57. Any person who assumes a false name or description, or conceals the existence of any legal disqualification affecting him with intent to cause his name to be registered in the register of Electors, or registers his name twice therein, shall be punished with a fine of from £T. 1 to £T. 10 and with imprisonment for one month to one year.

SECTION 58. Any person who intimidates, or offers a pecuniary or other inducement to the Electors for the purpose of being elected as Representative, or for the purpose of causing any other person nominated by him to be so elected, and any person who accepts such bribes for this purpose, or promises posts in the Government service or special appointments for the purpose of causing the Electors to vote or abstain from voting for any particular person, and any person who accepts such promise shall be punished with imprisonment for two to eighteen months and with a fine of from £T. 10 to £T. 50. Any official who is guilty of any such offence shall, in addition to the above penalties, be sentenced to be dismissed from his post.

SECTION 59. Any person who steals, wrongfully seizes or destroys a box containing voting papers, or commits any such offence in respect of official documents concerning the elections, shall be punished with imprisonment for one to three years and with a fine of from £T. 10 to £T. 100. If in the course of committing any such offence such person commits any other offence, he shall be liable to be punished in accordance with the provisions of the Penal Code.

SECTION 60. Any person who attempts to commit any of the offences described in this Chapter shall, if the attempt is not consummated, be punished with half the punishment prescribed for the offence.

SECTION 61. Any person who has lost his right to vote, either on account of his being an undischarged bankrupt, or under an order of a Court, and whose name has been entered in the electoral registers without any intention on his part, whether such entry have been made before or after the judgment of the Court or declaration of bankruptcy, and who thereafter votes at the election, shall be punished with imprisonment from one week to one month and with a fine of one to five Majidis. Any such person who has his name registered by fraud, or who assumes the name and description of another voter and votes, shall be punished with imprisonment from six months to two years and with a fine of from £T. 1 to £T. 10.

SECTION 62. Any person who takes advantage of a repeated registration for voting more than once shall be punished with imprisonment for one week to one month.

SECTION 63. Any person who has been employed by an Elector to write the names of persons for whom he wishes to vote, and who writes other names than those indicated by the elector, shall be punished with imprisonment for one to six months and with fine of £T. 1 to £T. 10 for every name so miswritten.

SECTION 64. Any person who prevents an Elector from voting or constrains him to vote by the use of force or threats of deprivation of his post or of injury to himself or his family or his property, shall be punished with imprisonment for one month to one year and with a fine of from £T. 5 to £T. 20.

SECTION 65. Any person who disturbs the course of the election by publishing false rumours or by disseminating falsehoods, or by any other wrongful means, or who prevents one or more Electors from voting or obstructs the free course of election by collecting an assembly or by menacing manifestations shall be punished with imprisonment for one month to one year and with a fine of from £T. 1 to £T. 40.

SECTION 66. Any person who executes or designs any attack upon the Electoral Committee in order to obstruct the election shall be punished with penal servitude for three to five years. If such attack be the result of a conspiracy between several persons and be designed to take place in several places, the penalty may be extended to a term of fifteen years.

SECTION 67. Any person who commits more than one of the offences specified in these Regulations shall be punished with the penalty prescribed for the offence involving the heaviest penalty.

SECTION 68. An action arising out of an election, whether concerning public or private rights, shall not be heard after the expiry of six months after the publication of the result of the election.

SECTION 69. A Representative shall not be deprived of his office as such after the Constituent Assembly has ratified and promulgated his election even upon the finding of a Court that the election was irregular. Provided that if the judgment be to the effect that the Representative does not possess the requisite qualifications, the Assembly shall enquire into the matter and shall decide as to his acceptance or rejection and the election of another in his stead.

SECTION 70. Offences under this Chapter shall be tried by the competent Court.

SECTION 71. The provisions of the present Regulations for the election of the Constituent Assembly shall be carried out once only until the Constituent Assembly begins to sit.

SECTION 72. The Ministers of Interior, Finance and Justice are charged with the execution of these Regulations.

Made at Baghdad this 5th day of Rajab 1340 and 4th March, 1922.

FAISAL.

<i>Prime Minister:</i>	<i>Minister of Interior:</i>	<i>Minister of Finance:</i>
'ABDUL RAHMAN.	(Absent).	SASUN.
<i>Minister of Justice:</i>	<i>Minister of Defence:</i>	<i>Minister of Communica-</i>
NAJI AL SUWAIDI.	JA'FAR AL ASKARI.	<i>tions and Works:</i>
<i>Minister of Education:</i>	<i>Minister of Awqaf:</i>	<i>Minister of Commerce:</i>
HIBAT AL DIN.	FADHIL.	'ABDUL LATIF AL MANDI.
	<i>Minister of Health:</i>	
	HANNA KHAIFYAT.	

APPENDIX II.

TREATY OF MUHAMMARAH.

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE.

With a view to securing friendship and good relations between the two Governments of 'Iraq and Najd.

We, the undersigned delegates, appointed by His Majesty Faisal I. King of 'Iraq, and by His Highness 'Abdul 'Aziz ibn Sa'ud, Sultan of Najd and its dependencies, and by His Excellency Major-General Sir P. Z. Cox, G.C.M.G., G.C.I.E., K.C.S.I., His Britannic Majesty's High Commissioner in 'Iraq in order to draft a Treaty between the 'Iraq and Najd Governments, have agreed upon the following articles :—

ARTICLE 1.

(a) The tribes known as the Muntafiq, Dhafir and 'Amarat, will belong to 'Iraq. Both Governments, that is to say the Government of 'Iraq and the Government of Najd, guarantee mutually that they will prevent aggression by their tribes on the tribes of the other, and will punish their tribes for any such aggression, and should the circumstances not permit of such punishment, the two Governments will discuss the question of taking combined action according to the good relations prevailing between them.

(b) The Najd delegate having refused to accept the boundaries asked for by the 'Iraq Government, the following principle was laid down :—

According to Article 1 (a) the Muntafiq, Dhafir and 'Amarat tribes belong to 'Iraq ; similarly the Shammar Najd belong to Najd. The wells and lands used from old times by the 'Iraq tribes shall belong to 'Iraq and the wells and lands used from old times by the Shammar Najd shall belong to Najd. In order to determine the location of these lands and wells and to fix a boundary line in accordance with this principle a committee shall be formed consisting of two persons with local knowledge from each Government, and presided over by a British official selected by the High Commissioner ; the committee will meet in Baghdad to fix the final boundaries, and both parties will accept these boundaries without any objection.

ARTICLE 2.

The two Governments, 'Iraq and Najd, guarantee to ensure the safety of the pilgrim routes and protect pilgrims from every kind of molestation so long as they are within their boundaries, as has already been guaranteed by the Sultan of Najd to His Britannic Majesty's Government in Article V of the treaty between them.

ARTICLE 3.

(a) The two Governments agree that commercial intercourse shall be free from restrictions, and that each Government shall treat merchants belonging to the other in the same way as it treats its own merchants.

(b) Raw or manufactured products of Najd when imported into 'Iraq, and similarly raw and manufactured products of 'Iraq when imported into Najd shall be subject to the same tariff as prevails in the case of other friendly countries, in respect of import, export, transit, and re-export duties, and all other customs matters.

(c) The two Governments shall have the right to increase their customs duties and to levy fresh local and special taxation not in force at the present time provided that such alteration shall be similar to those enforced against other friendly countries. Each Government shall inform the other of any regulations issued by it in these matters.

ARTICLE 4.

The two Governments agree to freedom of travel in their respective countries for purposes of trade or pilgrimage, provided that travellers are in possession of passports issued by their own Government. Each Government shall inform the other of any regulations issued by it in this matter.

ARTICLE 5.

Any tribe belonging to one of the countries which settles in the other country shall pay grazing fees.

ARTICLE 6.

In the event (which God forbid) of a breach in the relations between either of the Governments and the British Government, this treaty shall become null and void.

Signed (at Failiyah near Muhammarah) on Friday, 7th Ramadhan, 1340, equal to 5th May, 1922.

Delegate of the King of 'Iraq, King Faisal I. Minister of Communications and Works.

(Signed) SABIH.

Delegate of His Highness the Sultan of Najd and its Dependencies—'Abdul Aziz ibn Sa'ud. Secretary to His Highness.

(Signed) AHMAD AL THANAIYAN AL SA'UD.

Delegate of His Excellency the High Commissioner of His Britannic Majesty. Secretary to His Excellency.

(Signed) B. H. BOURDILLON.

POSTSCRIPTION.

1. This treaty shall not be valid until it has been ratified by their Majesties the rulers of 'Iraq and Najd, and by His Excellency the High Commissioner.

2. The delegate of Najd guarantees that, pending the decision of the committee which will meet in Baghdad, the tribes of Najd will not attack the tribes of 'Iraq.

KING OF 'IRAQ.

(Seal.) Faisal ibn al Husain.

THE SULTAN OF NAJD AND ITS
DEPENDENCIES.

ABDUL 'AZIZ IBN 'ABDUL RAHMAN
AL SA'UD HAS AGREED TO
THE ARTICLES OF THIS PRO-
TOCOL.

(Seal.)

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE

This Protocol defining the boundaries between the two Governments of 'Iraq and Najd is appended to the agreement made at Muhammarah on the seventh day of Ramadhan the Blessed, in the year 1340, which corresponds to the Fifth day of May, of the year 1922.

ARTICLE 1.

(a) The frontier from the East begins at the junction of the Wadi al 'Aujah (W. el Audja) with Al Batin and from this point the Najd frontier passes in a straight line to the well called Al Wuqubah (El Ukabba) leaving

Dulaimiyah (Dulaimiya) and Al Wuqubah (El Ukabba) north of the line and from Al Wuqubah (El Ukabba) it continues N.W. to Bir Ansab (Bir Unsab).

(b) Starting from the point mentioned above, i.e., from the point of the junction of the Wadi al 'Aujah (W. el Audja) with Al Batin (El Batin) the 'Iraq boundary continues in a straight line N.W. to Al Amghar (El Amghar) leaving this place to the South of the line and from thence proceeds S.W. in a straight line until it joins the Najd frontier at Bir Ansab (Bir Unsab).

(c) The area delimited by the points enumerated above which includes all these points will remain neutral and common to the two Governments of 'Iraq and Najd who will enjoy equal rights in it for all purposes.

(d) From Bir Ansab (Bir Unsab) the boundary between the two states proceeds N.W. to Birkat al Jumaimah (Birkat el Djumeima) and from thence northwards to Bir al 'Uqbah (Bir el Akaba) and Qasr 'Uthaimin (Kasr Athmin) from there westwards in a straight line passing through the centre of Jal al Batn (Djal el Batn) to Bir Lifiyah (Bir Lifa) and then to Bir al Mana'iyah (Bir al Maniya) and from there to Jadidat 'Ar'ar (Jadaidat el Arar) from there to Mukur and from Mukur to the Jabal 'Anazan (Anaza) situated in the neighbourhood of the intersection of latitude 32 degrees north with longitude 39 degrees east where the 'Iraq-Najd boundary terminates.

ARTICLE 2.

Whereas many of the wells fall within the 'Iraq boundaries and the Najd side is deprived of them, the 'Iraq Government pledges itself not to interfere with those Najd tribes living in the vicinity of the border should it be necessary for them to resort to the neighbouring 'Iraq wells for water, provided that these wells are nearer to them than those within the Najd boundaries.

ARTICLE 3.

The two Governments mutually agree not to use the watering places and wells situated in the vicinity of the border for any military purpose, such as building forts on them, and not to concentrate troops in their vicinity.

ARTICLE 4.

The delegates of the two Governments have agreed to the above terms of this Protocol and have affixed thereto their signatures in 'Uqair on the 12th day of Rabi' II, 1341, corresponding to 2nd December, 1922.

Representative of His Majesty the King of 'Iraq.
(Signed) SABIH.

Representative of His Highness the Sultan of Najd.
(Signed) 'ABDULLAH SA'ID DAMBUJI.

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE.

PROTOCOL NUMBER TWO.

ARTICLE 1.

Whereas the two Governments of 'Iraq and Najd have mutually agreed upon the definition of their respective boundaries they further agree that should any tribe or section of a tribe which is outside the boundaries of and not subject to either Government desire to offer its allegiance to one of them they will not prevent it from doing so.

Translator's Note.—The references are to Map Asia 1,000,000 Geographical Section, General Staff, War Office, 1917-18. The spelling of the place names in brackets is that given in the above Map.

ARTICLE 2.

Whereas the Customs duties in both countries are mutually known, all merchandise exported from, imported into, or passing through the territory of either country, shall be subject to these recognized duties and Customs regulations. Both Governments further agree mutually by all means in their power to put an end to the practice prevailing among the tribes of taking Khawah.

ARTICLE 3.

The duly appointed delegates of both Governments have agreed to the foregoing clauses of this Protocol, and have set to it their signatures in 'Uqair on the 12th day of Rabi' II, 1341, corresponding to the 2nd December, 1922.

Representative of His Majesty the King of 'Iraq.

(Signed) SABIH.

Representative of His Highness the Sultan of Najd.

(Signed) 'ABDULLAH SA'ID DAMBUJI.

KING OF 'IRAQ.

(Seal.) Faisal ibn al Husain.

THE SULTAN OF NAJD AND ITS
DEPENDENCIES.

ABDUL 'AZIZ IBN 'ABDUL RAHMAN
AL SA'UD HAS AGREED TO
THE ARTICLES OF THIS PRO-
TOCOL.

(Seal.)

APPENDIX III.

TREATY BETWEEN HIS BRITANNIC MAJESTY AND HIS
MAJESTY THE KING OF 'IRAQ.

(Note.—For the text of this Treaty see Cmd. 1757, dated October, 1922.)

APPENDIX IV

ANGLO-'IRAQ TREATY.

ANNOUNCEMENT BY THE SECRETARY OF STATE.

Terms of Announcement made by the Secretary of State on 12th October in connection with the publication of the Treaty.

"I have been authorised by His Britannic Majesty's Government to make the following announcement on the occasion of the signature of the Treaty, of which the text is published to-day :—

His Britannic Majesty's Government, conscious of the deep obligations into which they entered towards Iraq, are convinced that these obligations will be completely fulfilled by means of the Treaty of Alliance which has been signed on behalf of His Britannic Majesty and of His Majesty the King of Iraq. They will do everything in their power to speed delimitation of the frontiers of Iraq, in order that Iraq may be in a position, when Treaty and subsidiary agreements therein provided for have been duly ratified and the Organic Law has been brought into effect, to apply for admission to membership of the League of Nations.

They confidently look forward to this application being made as soon as the frontiers are settled and a stable Government set up in accordance with the Organic Law, when they will use their good offices, provided that effect is being given to the provisions of the Treaty, to secure the admission of Iraq to membership of the League, as provided for in Article 6 thereof, which affords, in their opinion, the sole means by which mandatory relation can legally be terminated."

APPENDIX V.

ADMINISTRATIVE INSPECTORATE REGULATIONS.

WE, THE KING OF IRAQ,

Pursuant to the decision of the Council of Ministers decree as follows :

SECTION 1. The appointments of Divisional Adviser and Assistant Divisional Adviser are hereby abolished.

SECTION 2. A general Administrative Inspectorate, consisting of a Chief Inspector and of as many Administrative Inspectors as may be found necessary, has been formed in the Ministry of the Interior. The Adviser to the Ministry of the Interior will carry out the duties of Chief Inspector in addition to his other duties.

SECTION 3. Appointments and promotions of Administrative Inspectors will be made by Royal Irada on the proposal of the Ministry of the Interior and the resolution of the Council of State.

SECTION 4. Headquarters of Administrative Inspectors will be Baghdad. They will be detailed for inspection as circumstances demand and as the Ministry of Interior may deem fit.

Their number, grades, pay and allowances will be set forth in special regulations.

SECTION 5. The duties of Administrative Inspectors are, subject to section 7 of this law, to inspect and report on :—

- (a) All matters relating to public security and the maintenance of law and order; the cause of any increase in crime, with their suggestions for its suppression; the distribution of police, the state of their discipline, any abnormal employment of them and the manner in which they perform their duties.
- (b) All matters relating to tribes; their settlement: the disposal of disputes in accordance with the Tribal, Criminal and Civil Disputes Regulations; their customs and the conduct of their shaikhs.
- (c) All prisons and district lock-ups and their administration.

- (d) The manner in which elections are held for all Representative Assemblies and Administrative and Municipal Councils.
- (e) The administration of Municipalities including their budgets and accounts.
- (f) The work of Administrative Councils and their resolutions.
- (g) Health, sanitation, agricultural and veterinary matters.
- (h) Census registers.
- (i) All transactions relating to land acquisition.
- (j) All Government buildings.
- (k) The irrigation needs of the areas in which they are inspecting and to study improvement schemes in consultation with the administrative official and the Irrigation Officer.
- (l) All bunds for flood protection, where such inspection has not already been carried out by Irrigation Officers. In the latter case they will report the progress of the work considered necessary by the Irrigation Department.
- (m) In general, all administrative matters entrusted to administrative officials by the laws, regulations and orders issued by the respective Ministries and to tender their opinion on matters concerning the improvement of the administration, the maintenance of law and order, the increase of public contentment, and the development of the country.

SECTION 6. Administrative Inspectors have the right to inspect all revenue offices, civil treasuries and safes containing public funds. They will examine all methods of assessing land revenue and of collecting Government demands which are due in the areas which they are inspecting. They will inspect the work of all revenue collecting officials in liwas and report on them to the Ministry of Finance. They will suggest, in special reports to the Ministry of Finance, any improvements they consider necessary and practicable in revenue assessment and collection and in the development of State Domains. In connection with any revenue matters in the areas inspected by them, they will obey all instructions of the Ministry of Finance subject to section 8 of this Law.

SECTION 7. Administrative Inspectors have the right to inspect all Government Departments and Municipalities, with the exception of Criminal, Civil and Ecclesiastical and Religious Courts, and those Departments which have their own Inspectorate Staff. As regards the latter, they will only make inspections at the request of the Ministry concerned, to whom they will report direct with copy to the Ministry of the Interior if the report is of more than departmental interest.

SECTION 8. All Ministries have the right to correspond directly with Administrative Inspectors on all subjects concerning their Ministries. In the event of any Ministry requiring an Inspector to be detailed for special duty, the request must be preferred through the Ministry of the Interior.

SECTION 9. Administrative Inspectors, if present in their areas, must be consulted by Mutasarriffs on the following matters before representations are made to the Ministry of the Interior :—

- (1) Questions affecting public security and the tranquillity of their areas which are likely to lead to the use of armed force in an abnormal manner ;
- (2) All matters relating to foreign affairs.

SECTION 10. Administrative Inspectors have the right to question officials regarding any action they have taken or contemplate taking in any matter, and if they consider such action prejudicial to the interests

Government or the public they should report the matter to the immediate superior of the official concerned, i.e., to the Qaimmaqam regarding the actions of the Mudir, to the Mutasarrif regarding the actions of the Qaimmaqam and to the Ministry of the Interior regarding the actions of the Mutasarrif.

SECTION 11. If it shall appear to an Administrative Inspector that circumstances require the immediate suspension of an official, he shall so inform the Mutasarrif and request him to effect the suspension, giving his reasons in writing for the request. If the Mutasarrif does not agree to the suspension, the matter shall forthwith be referred to the Ministry of the Interior.

SECTION 12. Administrative Inspectors must, if so requested by administrative officials, give them their advice, but the responsibility for executive action rests upon the administrative official.

SECTION 13. Administrative Inspectors have the right of access to all letters, correspondence and archives without exception pertaining to the Administration within the areas which they are inspecting. If the official concerned fails to produce to the Administrative Inspector any document when called upon to do so, he must state his reasons in writing.

SECTION 14. Administrative Inspectors will submit general reports as instructed by the Ministry of the Interior.

They will also keep diaries in which all their movements and inspections are recorded. A copy must be sent to the Ministry of the Interior at the end of each month.

SECTION 15. Administrative Inspectors who contravene any of these instructions, or any laws or regulations of the 'Iraq Government, will be subject to disciplinary regulations to be devised hereafter.

SECTION 16. Administrative Inspectors must be familiar with all current laws, regulations and instructions of the 'Iraq Government and its Ministries.

SECTION 17. Administrative Inspectors, if so directed by the Ministry of Interior, may hold enquiries into charges made against Government officials and in doing so will adhere to the special laws and regulations governing such cases.

SECTION 18. Administrative Inspectors have the right to summon, in order to make a deposition at any enquiry held by them, any person, with the exception of Mutasarrifs and Judges, who will be requested to make their statements in writing. Mutasarrifs will be bound to answer in full any question put to them, and Judges must supply such information as, in their opinion, is not prejudicial to the interests of justice.

SECTION 19. Administrative Inspectors will make their reports and recommendations, especially when they affect officials and their work, with a due sense of responsibility and with the knowledge that they will be expected to adduce reasonable grounds for any charges that they may make.

They will use their utmost endeavours to maintain cordial relations with the administrative officials. They must support their dignity and authority and offer them every assistance when called upon to do so.

SECTION 20. These regulations will be in force with effect from the date of their publication in the *Government Gazette*.

SECTION 21. All Ministers are responsible for the execution of these Regulations.

APPENDIX VI.

STATISTICS OF THE WORK OF THE COURTS OF 'IRAQ FOR THE YEAR 1922.

<i>Court.</i>	<i>Cases Pending from 1921.</i>	<i>Cases Instituted during 1922.</i>	<i>Total.</i>	<i>Judgment Reversed.</i>	<i>Judgment Confirmed.</i>	<i>Judgment Varied.</i>	<i>Dismissed for want of Prosecution.</i>	<i>Petitions Rejected.</i>	<i>Cases Pending in 1923.</i>	<i>Total.</i>
Court of Appeal ...	92	307	299	91	141	10	43	28	86	399
Courts of First Instance	880	2,484	3,364	—	Judgment Given. 1,746	—	Withdrawn or Dismissed. 732	—	886	3,364
Court of Appeal (Revision of Peace Courts and Personal Status Cases).	45	875	920	Quashed. 287	Confirmed. 545	26	—	—	62	920
Peace Courts ...	2,192	18,623	20,815	—	—	Disposed* of. 19,190	—	—	1,625	20,825

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				<i>Number of Persons</i>			<i>Proceedings in Court of Cassation.*</i>			
				<i>Tried.</i>	<i>Convicted.</i>		<i>Confirmed.</i>	<i>Confirmed Sentence Reduced.</i>	<i>Acquitted.</i>	
Courts of Sessions ...	—	—	515	795	623	—	709	54	32	—
Non-Summary Trials ...	215	2,810	3,025	—	Judgment Given. 2,502	376	—	—	Pending. 147	—
Summary Trials ...	—	—	Disposed of. 9,621	Number of Persons <i>Tried.</i> 13,456	<i>Convicted.</i> 8,589	—	—	—	—	—
Shar 'ah Court of Revision	—	—	Applications. 222	Quashed. 85	Confirmed. 137	—	—	—	—	—
Shar 'ah Courts ...	—	—	2,398	—	—	'Ilams issued. 2,398	Huqqahs issued. 2,401	Kassams issued. 1,973	Marriage Permits. 3,492	—

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* The Statistics of proceedings in the Court of Cassation refer to the number of persons tried and not to the number of separate trials. No distinction is made between results obtained on first hearing in Cassation and the results after reference back to the Court, no accurate figures being available.

CRIMINAL COURT OF CASSATIONS, 1922.

*Court of Sessions Cases.**Classification of Serious Offences.*

Offence.	Number of Cases.	Number of Persons	
		Tried.	Convicted
Corruption	24	22	15
Perjury and false evidence	21	33	21
Homicide	65	99	82
Homicide with premeditation	41	71	39
Aggravated homicide	19	35	23
Accidental homicide, intending only hurt ...	14	15	12
Unintentionally causing death when in act of committing offence.	52	5	5
Negligent homicide	5	5	4
Wounding and bodily injury	26	39	24
Rape and Sodomy	9	12	12
Indecent acts	26	30	23
Theft by armed person in open country or road.	37	71	56
Burglary and robbery	6	13	10
Theft (15 years)	14	33	23
Theft (10 years)	44	79	59
Theft (5 years)	60	90	43
Simple theft	7	7	4
Receiving stolen property	18	28	21
Arms Regulations	34	41	31
Total	522	728	507

APPENDIX VII.

STATISTICS OF THE IRAQ GOVERNMENT SCHOOLS.

	<i>Government Secondary Schools.</i>		<i>Training College for Men Teachers, Baghdad.</i>		<i>Training Classes for Women Teachers.</i>		<i>Government Technical School.</i>		<i>Government Primary and Elementary Schools (Boys and Girls).</i>		<i>Government Aided Schools|| (Boys and Girls).</i>	
	1921-22	1922-23	1921-22	1922-23	1921-22	1922-23	1921-22	1922-23	1921-22	1922-23	1922	1923
Schools ...	—	—	1	1	—	—	1	1	150	171	33	49
Classes ...	17	16	6	4	Nil.	2	10	11	567	655	232	294
Staffs ...	27†	25‡	10*	10§	Nil.	2	17	16	663	680	293	360
Pupils ...	236	252	<i>Students.</i> 94	<i>Students.</i> 123	Nil.	26	189	176	14,979	16,598	9,375	9,843

* 4 part-time only. § 4 part-time only (one hostel superintendent included).

† 7 part-time only.

‡ 9 part-time only.

|| Grants-in-Aid :—1922, Rs.58500 ; 1923, Rs.57900.